

PLANNERS IN THE MAKING

GOVERNMENT OF PAKISTAN
PLANNING AND EVALUATION UNIT
(BASIC DEMOCRACIES WING)
INFORMATION & BROADCASTING DIVISION

PLANNERS IN THE MAKING

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“Planners in The Making” is a resume of the deliberations of the Staff Seminar held in Lahore which emphasised the importance of planning by the people in the gigantic Works Programme undertaken in Pakistan . It also discussed the necessity of holding seminars and conventions by the people themselves

Participation of people in planning and execution of their own projects makes them responsible and responsive to local needs and aspirations . Thus, we feel, is the essence of democracy

*(Mrs) Salma Omer,
Advisor, Planning and Evaluation,
Government of Pakistan*

**GOVERNMENT OF PAKISTAN
MINISTRY OF INFORMATION AND EDUCATION
(INFORMATION AND BROADCASTING DIVISION)
(BASIC DEMOCRACIES WING)**

No 3(8) /62/TA(BD)

Rawalpindi, the 19th June, 1963

Dear Participant,

We were indeed very impressed by the keen interest you took in the deliberations of the Seminar and we must admit that your suggestions and recommendations have been very useful in appreciating and understanding the requirements of local areas and the problems that you have been facing

2 I have gone through the proceedings of this Seminar and on the basis of what you have recommended and suggested, the following note is culled out which can be treated as a policy directive. However, as you will yourself see, these directives are the outcome of your own deliberations. In a few places, keeping in view other important considerations, we may have had to make certain amendments. I would request all the officers concerned to adhere to the basic principles that have been formulated regarding the Works Programme and the holding of Seminars. The following may be considered as the exposition of the main objectives of the Works Programme which we shall shortly undertake and certain important procedures are also highlighted which may please be followed by every officer concerned with the operation of programmes through Basic Democracies. This issues with the concurrence of the Provincial Governments

3 I would also like to emphasize the need for educating the public both in the rural and urban areas regarding the very down to earth work carried out by Basic Democracies Councils. It is extremely necessary that the public is appraised of the effective and constructive development programmes conducted by the Basic Democracies Councils and the democratic processes through which they arrive at certain vital decisions. It would, therefore, be advisable to keep a very close liaison with the press, and through this media inform the public at large of the day to day affairs of these Councils. It would be a very useful device to associate journalists, press correspondents, reporters etc at large public meetings held by the Councillors and at seminars, workshops and conferences. The people have a right to know what

Works Programme

4 The objective of the Works Programme is to initiate production which can lead to the economic development of a particular area and utilize employed and underemployed labour

This objective will be defeated unless the basic principle of Basic D is adhered to viz that the responsibility of planning and executing this lies squarely on the shoulders of the Basic Democracy Councils and the people themselves.

5 The allocation for each tier of B.D.s. will be intimated in due course by the Provincial Government. However it should be borne in mind that each tier, and specially the Union Council, should be able to decide the particular projects to execute and should be able to prepare the estimates for each project. In other words it should determine its own priorities. But the projects should be people and labour intensive.

6 Each project that a particular Union Council or Tehsil or District wishes to undertake may have a project committee composed of the B.D. members of that particular area plus a few lay people of that particular area involved in this programme.

7 The public should know how much money has been allotted to a project and on completion should also know how much has been spent and the results. Small public meetings called for such purposes would be useful. Firstly they would keep the public informed of the activities of the Union Council of the particular area. Secondly, they would be a means of exposing corrupt practices.

8 The labour employed for a particular project should be recruited on a daily basis from the unemployed or underemployed labour force of the area. It should be the responsibility of the Chairman of the Union

who may delegate responsibility, as and when required, to the Chairman of the project committee. The Secretary of the project committee should preferably be a member of the B Ds or one in whom they have complete faith. This project committee could report periodically to the Union Council regarding the work undertaken, the progress made and the money expended over a particular project

9. We do not insist on the public raising matching grants for a particular project but we do feel that the Union Council should be able to chalk out an adequate programme. However Union Councils may be encouraged to provide funds on self help basis also. Some of the projects could be finalized from funds received through the Works Programme, while others could be financed through their own contributions. This practice is found to be more useful and effective in other areas of Pakistan, hence we recommend this for West Pakistan also.

10. The basic objective of the Works Programme, as in all programmes of Basic Democracies, is to involve the people completely and to pass on more and more responsibility to them. The officials should be persons behind the scene, who are there to assist and help whenever required and are able to render service to the Basic Democracies. If this basic objective is lost and even if numerous projects are undertaken through the Works Programme we will consider that our objective is defeated as our prime purpose of placing such a substantial amount with B D Councils is to ensure their democratic participation.

Seminars

11. The recommendations regarding holding of seminars given by you have been noted and the following policy determined in this respect.

- (a) Seminars at Tehsil level should be given greater importance and it would be desirable to have at least one Tehsil level seminar and one District Conference every year in each District and Tehsil.
- (b) Every member of a Union Council should be able to organise periodical meetings to appraise members of the public regarding the plans and policies of the Union Council. Besides, workshops on specific subjects for training or for exchange of ideas should be considered a regular feature of Union Council activity.
- (c) In the planning and execution of seminars, we would again emphasize the necessity for making the councillors responsible for such get togethers. It is, therefore, felt that whenever a seminar is being undertaken, a

committee of that particular council should be entrusted the task of planning the entire details with the assistance of the officials at that respective tier. In this manner it will be ensured that the responsibility for such work is entrusted to the councillors themselves. They may, if they so desire coopt certain members of the public MNAs, and MPAs, in whom they have greater confidence.

12. It is desirable that the talks given at these seminars should form only 25% of the deliberations while 75% of the work in these seminars should be conducted through discussion groups. Discussion groups offer an opportunity of active participation which is actually the main objective of such seminars.

13. During the proceedings of these seminars it would be brought out that the only purpose of such seminars is not to formulate recommendations rather it is an effective method of sharing experiences and growing on the job. The recommendations should mainly pertain to matters that can be undertaken by the councils themselves or through higher councils. While few recommendations may be such which need to be settled at the upper echelons—Provincial and Central levels.

14. It should be the responsibility of particular member/members of that tier in co-operation with the officials of that tier to follow up the recommendations and place before the meeting of that tier after three months, the outcome of such recommendations.

15. A committee of the seminar should be responsible for cyclostyling the proceeding and giving it adequate publicity through the press, radio and through distributing copies to those who are concerned with such programmes.

Quarterly Progress Report

16. The importance of collecting, collating and analysing data regarding various aspects of the progress of BDs need not be over-emphasized. After co-opting a few more field officers, the Academia and BD Training Institutions as suggested by you we shall shortly circulate a proforma which should be filled up by the Secretary of the Union Council. It may be shown to the chairman and then forwarded to the Development Officer (Supervise BDs) who would consolidate the statements of all Union Councils in his particular Tehsil and forward these forms to the Planning and Evaluation Unit of the Central Government. Similarly the Divisional BD Directors will consolidate data with regard to District Councils. I need not emphasize the necessity for being very honest while preparing these statements and I assure you that there are officers who are ready and

reflect on any officer or council concerned. However, if there is a feeling that the officer is resorting to inflated figures, it may be possible that disciplinary action is taken against him. I do hope that the necessity of resorting to such a measure will never arise. Success is measurable by two yardsticks, the results achieved, and the efforts made. Both are equally valuable. So, there should be no need to inflate imaginary results if the efforts have been adequate.

17 In order to assess what type of new leadership the working of B.Ds is throwing up at various levels, some kind of "who is who" should be maintained at the various tiers. We can then take steps to project those who show good promise to a wider audience.

18 I once again thank you all for the enthusiasm and interest you have shown in the Staff Seminar and wish you all success in the very important task that you are engaged in.

Yours sincerely,

Sd/- Q U SHAHAB.

PART I
SPEECHES
ADDRESS OF WELCOME
by
MR. Q U SHAHAB

Secretary, Ministry of Education and Information (I & B Division)
Government of Pakistan

Mr President, Sir

I have the honour to welcome you the Governor of West Pakistan and other distinguished guests to our Staff Seminar on Basic Democracies. This is the first Seminar of its kind in the country in which a large number of officials working with Basic Democratic institutions at all tiers are getting together to pool their experiences and plan their future course of action on a common grid. A gathering of this nature has been made possible by the kindness and co-operation of the Provincial Governments of East and West Pakistan and for this we are deeply indebted to them.

The fact that you Mr President, have in the midst of your extreme pre-occupations, taken the trouble of making a special visit to Lahore to inaugurate this seminar is a matter of great pride for us. As the architect of the concept of Basic Democracy your personal lead and direction will be most valuable to those who are charged with the responsibility of working the system on the ground from the Union Council level to the highest tier.

The object of this seminar is to take stock of the work done so far to evaluate the results achieved to identify the difficulties encountered to evolve a common line of action for the future and to devise ways and means for informing and enlightening the public mind about the deep impact this system is producing on the administrative social economic and political life of the country. This impact is not yet quite visible to the naked eye. But those who are actually involved in the working of this great enterprise cannot fail to notice that it is gathering momentum like a snow ball and the day may not be too far when it will overtake us like an avalanche of fundamental and orderly changes in the entire socio-economic fabric of our society. By their very nature such changes start rather slowly. But once the ring of primary inertia is broken they move forward with great velocity. In the growth of Basic Democracy a stage has already reached where no individual or circumstance can

easily retard or reverse a process in which 80,000 chosen representatives of the people have been working ceaselessly for over a period of three years.

You know full well, Sir, that when you first launched this movement, it met a strangely mixed reception.

In the political field, the advent of Basic Democracy was looked upon with concealed fear and unconcealed contempt. It became a mark of political snobbery to ridicule the system in which an odd cobbler, or an odd milkman or an odd domestic servant could get elected to a Union Council. While thus sneering, very few political pundits showed the moral courage to pause and admire the spirit and the quality of a system in which even this neglected cross-section of our society could find a chance of representation. Old prejudices die hard. They still want to subordinate personal merit to social and economic status. But, for the first time in our history, the institution of Basic Democracy has broken down these barriers of caste and class distinction in our body politic.

There is the case of a powerful landlord who registered his disapproval of Basic Democracy by getting his personal servant elected to the Union Council of his area. But within two years of this exhibition of contempt, the same lord and master was found humouring his servant to seek his vote for his own election to the Provincial Assembly. It will perhaps be too much to read the sign of social justice or divine retribution in this single and isolated instance. But a case like this, even when accidental, does stand out as a symbol of a serious turn in the shape of our affairs.

The advent of Basic Democracy was received with grave misgivings by a section of bureaucracy as well. The traditions of administration passed on to us by colonial rule were based on aloofness, fear, collection of revenue and the maintenance of law and order alone. The spirit of participation enjoined by the new system, therefore, seemed to pose a natural threat to the exclusive preserve of bureaucratic authority.

Similarly, on the part of the people also there were two apprehensions. In the first place, there were those, particularly in the rural areas who, under the influence of foreign domination, had reconciled themselves to a "Mai Bap" concept of the Government. Here the question was would they be willing to get over their inertia of unconcern and accept participation in the exercise of authority as well as responsibility in their respective spheres?

Secondly, there were those—mainly in urban but also in rural areas—whom the struggle for independence had taught to treat all authority with suspicion and hostility. Here the question was could they be induced to share confidence with the administration and participate in the exercise of local authority with restraint?

These were difficult questions but, Sir the experience of the last three years has answered them beautifully. By and large, both the bureaucracy and the people have responded magnificently to the call of time. A new relationship of understanding and co-operation in the application of power and discharge of responsibility is growing steadily between the people and the Government at all levels of administration. This network of partnership is now a stable feature of our public life and its fruits in material terms alone are truly enormous.

To give you an example, Sir, the institutions of Basic Democracy in 8 out of 12 Divisions of West Pakistan have in the course of one year and in rural sector alone opened 1 712 Primary Schools, 61 Middle schools, 41 High Schools, 187 Adult Education Centres 43 dispensaries 9 Co-operative Societies, 92 Credit Societies, 543 Service Societies, 12 Commercial Societies, and 31 Development Societies.

They have built 988 Culverts, 324 miles of drains, 6,225 miles of roads, 27 Bunds, 21 Bridges, and 1,961 water tanks.

They have planted over two hundred thousand trees and distributed 3 16,507 bags of fertilizers and 8 605 maunds of seeds.

They have conciliated 14 193 cases and settled 3,263 disputes under the Muslim Family Laws.

In the course of this process, they have donated a sum of Rs. 34 04 447 in cash and 117 acres of land as voluntary contribution.

All this is happening in a society where the rules and regulations still authorise a Deputy Commissioner to buy 9 yards of cheap cloth to cashroud an unclaimed dead body presumably because there was a time when public institutions could not be expected to shoulder this responsibility!

Here I must confess, Sir that with so much happening all over the country we have not been able to place these facts and figures before the public in their true perspective. This is a sad failing and one of the objects of this Seminar is to find ways and means to make good this deficiency.

The participants of this Seminar represent a cross-section of those who are engaged in working out the gigantic and historical role of Basic Democracy at various levels. Nobody can give them better guidance than the architect of the system himself. I would therefore request you Mr President to kindly inaugurate the Seminar and give it your blessings.



The President delivering the inaugural address



The President and Governor West Pakistan graced the inaugural session of the Seminar on May 29, 1963. Mr. Q. U. Shah, Secretary, Central Information and Broadcasting Division is delivering the address of welcome.

INAUGURAL ADDRESS

by

FIELD MARSHAL MOHAMMAD AYUB KHAN

N.PK , H J.

President of Pakistan

Mr. Governor, I am very grateful to you and your Government for having provided facilities for holding this seminar. When I heard that a seminar of the staff of Basic Democracies was to be held, here in Lahore, I felt that I must come and see all of you and perhaps place before you the philosophy of this system as I understand it. I was eager to tell you what I feel has been achieved, and what the country expects of you. Also, what are the possibilities that can open up if we go about this business in a proper fashion.

2 First of all it is necessary to ask the question—what were the factors that led to the concept of Basic Democracies? What was the need for its introduction? Well, the idea emerged out of an analysis of our past history and our requirements for the future. Pakistan was achieved not for the sake of creating a background for the aggrandisement of a few individuals, but for establishing a place where its inhabitants would be able to order their lives as they thought fit in accordance with their convictions and their ideology. In other words, after having achieved Pakistan and having made sacrifices, it was the people's natural right to govern their country. It was their responsibility to run the country—not only run it but develop it, make it stronger and be ready to defend it, should any trouble come to it. This is what we needed. But we had to face certain hard realities. One of the hard facts was that a very considerable proportion of our people did not have the blessings of education. Our media of reaching the people are limited. For instance, the sweep of the press is limited and the radio too reaches only a limited population. Nor do we have anything like television, where one man sitting in his house addresses the whole nation, presents his ideas and beliefs to them, makes them realise the requirements of the time and perhaps gets the co-operation of a large sector of the people in a relatively short period of time. None of these facilities were available to us in the quantity, the numbers or the magnitude in which we require them.

3 That being the case, what could one do to stimulate the interest of the people in building this country? How could we make them realise their rights and obligations and assist them in taking their full share of and full credit for all that is happening, at every level in their country?

10 crores. The amount of work they have done would be worth Rs 20 30 or 40 crores if there were middle men or contractors. They also contributed some with money, some with their own labour. They reconstructed their roads, their wells, and restored their means of communications, and so on. Wherever you go you get the spontaneous word of thanks from even the ordinary villager for our efforts in East Pakistan.

11 We are going to continue these efforts. Our future development programme is running into as far as we are concerned astronomical figures. Even the past budget was of a vast magnitude but the impact of that was not felt by the mass of the people because development in a big country like this can only take place in certain places that are economically sound, where raw material can be obtained where power and communications are available. With the initiation of the Works Programme, the people have really begun to feel that this country is on the move. So this year (1963-64) we are going to give West Pakistan 10 crores of rupees in addition to what their local bodies get from their local revenues. East Pakistan will have to get larger amounts for the simple reason that they have a much greater task of rehabilitating themselves. They are going to get 20 crores of rupees. You can imagine what those 10 and 20 crores of rupees can do!

12. Everybody who is connected with this programme, has to see that one of the fundamentals of the B D institutions and this form of help is to make the people self-reliant. Thus self-help must take the first place. They must be helped to help themselves instead of leaning on outside agencies all the time. So therefore when this money is given, it should be ensured that the people themselves put in their labour and that other than technical advice, everything connected with construction such as how to lay roads and how to build bridges, should be done by the people themselves. No middle man should be introduced, no contractors, so that the people learn to do things with their own hands and they can take pride in that and at the same time make the money go the longest possible way.

13 Now the system of Basic Democracy is not without its critics. I do not think any system in the world or any philosophy in the world has come without its critics, some genuine and some not very genuine. Even the most established religions in the world have critics. Even God is not believed in by some people. It is human nature. Anything you introduce, any new innovation is bound to have its critics. Everybody cannot think alike. You are not built like that. God has not built us like that but society is composed of people of different textures and so this system too is not free from critics. The fact that it has critics does not mean that the Councilors should feel disheartened.

14 Among the critics first of all there are the politicians. I think they have a fear that this system has established a new leadership and that somehow or other this leadership will rob them of their supposed leadership and they think that leadership is their inherent right.

15. The times are changing. It is not a time of privileges. No society will accept privileges from now onwards. Leadership will have to come through service. Only those that serve the people will have the right to be called leaders and will be recognised as leaders. Although the common theory is that the law of nature is the "survival of the fittest", yet if you read the Holy Quran carefully it says the rule of the law is the "survival of the most useful", and that really is the basis of leadership today. Only those who are prepared to be useful to the people, those who assist people who are in need, either by advice or material means, are the people who will be able to lead. So leadership is not going to come merely through wealth, position or authority. Some wealthy people have fought these elections and they have corrupted the system. But 95% of the Basic Democrats elected were people who were known for their good deeds and for their service and assistance to society. They were elected without paying large sums. I have known of cases in the Central Assembly elections where people have spent not more than Rs. 2,500 for their election. That amount was spent because they had to move about, go and talk to their voters.

16. It is going to take us time to adapt ourselves to Basic Democracies and to be able to understand their working. It is the only system so far known to humanity where you can protect the individuality of human beings, and at the same time, act collectively for the welfare of the society. So I don't think the politicians need be unduly alarmed by the emergence of this new way of life and this new system or of the new leadership that is developing at different levels. If they are the true servants of the people and if they have the qualities of leadership in them they will be needed. I am sure that humanity may be able to do without other things in life but they will always require some one to lead them. That necessity will always be there. But the fixtures of what you might call requirements of leadership, will change from time to time.

17. I was reading the other day a book written by a famous American, General Paton, who was a very famous Army Commander, and commanded two army corps during the last War in Europe. In this book he says: "When I was Second Lieutenant, when I put on badges of rank I was respected more than I am now as a Lieutenant-General". He says, "At that time my men had to come to me and say, 'How do you feel, shall we make your bed, shall we do this, are you comfortable' and if I looked unhappy they felt that they had done something wrong. Today the thing is reversed. I have to go to every single Jack and ask, 'How do you feel, have you had your food, are you feeling alright? How is your machine? How is your tank? Is there anything I can do for you?'" The whole pattern has changed. The thing is reversing, that does not mean that the requirements for leadership have disappeared. Only, shall we say, its role is changed and the quicker those who come to public life realise that, the quicker they will be able to adjust themselves to this new requirement.

18 Then the other people, who have cause for criticism and a very legitimate cause for criticism against the basic democrats, are the lawyers, because, I think their livelihood has been affected. Let us admit the hard facts. What has happened is this. Through the institution of Conciliation Courts in the Basic Democracies, and also the solution of marriage problems, etc., the number of cases in courts, I suppose, has appreciably decreased. Now that is bound to affect the profession of the lawyers. But I would say to them that it may hurt them a bit, but, it is a sacrifice well worth making and they should not regard themselves as the enemies of the system. For if this system is going to bring happiness and remove the sufferings of the people who need assistance don't they think that they are promoting a right cause? And if the lawyers care, they should welcome this new system. Now with so many avenues opening up in the country in the industrial field in the commercial field and in the agricultural field, when the middle-class is getting more and more opportunities, I hope that instead of useful manpower going into legal profession and stagnating there it will be usefully employed in these new spheres. I don't say that you should not have legal knowledge. I wish I had legal knowledge. I would then be able to argue with the people better. But having acquired legal knowledge it is not necessary that you should practise law. Don't you agree with me? Through acquiring legal knowledge you can be a very good businessman, you can be a very good, shall we say industrialist and so on. So I do hope that our legal profession will bear up with the system of Basic Democracies because I believe it is for the ultimate good of our society.

19 The official class, in the beginning was rather apprehensive. I asked a Commissioner how the Basic Democracies were working. He said they were working very well but they asked very awkward questions. I told him it was a very good thing to ask questions. If your slate is clean you should be able to answer any question. I have myself been answering questions. I invite questions. But there is no doubt about the fact that it is very difficult to readjust from a position of authority where you just give orders, to a position where you have to explain the reasons for giving certain orders, yet often there may be very good reasons for that. So there again in the official life also the pattern of leadership has to change. You have got to carry people with you. Our best manpower today is in the services. They are leaders of the people. They are not just Government servants. They are a good deal more. They have to help in the awakening of their people. They have to help in creating self respect and self reliance in them. And a good deal of that will depend on the pace at which they move and would also depend on whether they view their duty in the right light and in the right spirit. I personally find that good officers have welcomed this idea and they find that their administration is facilitated enormously. But there may be some at lower levels who have not adjusted themselves and I think it is the function of the senior officers to see that they are gradually re-orientated and that they are not allowed to come in the way of the progress of our country.

20 I would like to tell you this that this system has provoked a lot of thinking in the rest of the world. When I was in the USA, there is a very famous Senator, I would not name him, who had a long discussion with me and I explained to him the entire system. He said, he wished to God that they could introduce this system in their country. It would be very difficult to get it past the politicians. The politicians would never voluntarily surrender power even for a noble or a higher cause. He said, "Send me all the literature that you have on this subject"

21. My system unfortunately has broken down at the pyramid level. When the Provincial and Central Assemblies were formed and if they could run politics without the party system, it could have worked. But unfortunately it is not possible. I was perhaps trying to lay down rules for a game which is too old now to change its rules. But, I wish to God that they had listened to me. Some one asked me the other day, "Why have you joined a Party?" The reason is simple. I have failed to play this game in accordance with my rules and so I have to play it in accordance with their rules. . and the rules demand that I belong to somebody, otherwise who is going to belong to me? So it is that simple. It is an admission of defeat on my part. If the system had been accepted without the party system, I had no doubt in my mind, that a lot of happiness and peace would have come to this country. As an illustration I would like you to come and witness the meetings of these B D. Councils and also witness the proceedings of the Provincial and Central Assemblies and you will see the difference and contrast. I wish to God that members of the Provincial and Central Assemblies would sometime go and watch the proceedings of these Councils. Although certain members may be bitter enemies of each other, yet they think of the collective good and the common necessity in a dispassionate way and decide on ways to overcome common problems. Don't you think that this is a great revolution in the thinking and the minds of the people?

22 I was told at one particular place that there were two members of a Council who were bitter enemies of each other. One made one proposal and the other another proposal. Ultimately one said, 'I am sorry, I think you are right'. I wonder if we can teach this lesson to our legislators. Look at the amount of time we have been wasting whereas the B D Councillors conduct serious business. Their role now is to see and ensure what development can take place within their areas with the assistance the Government is giving them and with the resources that they themselves can generate. They have also a big role to play, by way of Conciliation Courts and through the settlement of marriage and divorce problems. They are also an electoral college.

23. An objection is raised from time to time that we are denying democracy, and that people have a right to vote and that they have been denied that right. Well, I cannot stop people from committing suicide. Sometimes individuals commit

suicide and nations do the same. How can we say that people have been denied the right of vote. There is universal franchise in the country. People elect, instead of a Parliament of 150, a Parliament of 80,000 and in future it would be 1,20,000 and that Parliament would be a much larger Parliament and will represent a vast cross-section of the people. In these circumstances how could anybody say that people have been denied the right of giving a vote! In the past, the Constituent Assembly consisted of 59 persons, to my knowledge this was the number of the original one and the second consisted of eighty persons. Now you have got a Parliament of 80,000 people and in future it would be 1,20,000 people. That Parliament is going to elect the President and make a Government and unmake a Government. What we have done is that we have interposed a bigger layer representing the people through their free vote. Honestly I don't blame those who raise this slogan at all. People have to raise some slogan! But I wish to God they would raise constructive slogans. I wish people realise that it is far from the truth to say that they have been denied the right of vote. Quite frankly if you take that argument to the logical conclusion that for any decision that is made you must have the right of vote at every level it would not be physically feasible. We have got into negotiations with India over Kashmir we have got into negotiations with Afghanistan over our problems. Can anyone expect me to take a vote in every decision which has to be taken? I can't do like that. You have got your job to do. I have got my job to do, others have got their jobs to do.

24 Basic Democracies are also associated at higher level with developments that are taking place at the district level and the divisional level but what I like to see in future is that the Union Councils, and starting from them, the Tehsil Council and the District Council and the Divisional Council should become training centres for people in every walk of life. Basic Democracies should be able to teach people how to do agriculture properly how to develop the local raw material whatever it is in a proper fashion — if it can't be done on a Union Council level let it be done at Tehsil level or let it be done at District level. Let us hope a time will come that these councils would have attained such maturity that as education spreads in the country the local administration almost withers away and they run their own police they run their own revenue system and they run every thing. I like to see them progress in that direction. They have got a much bigger task lying ahead of them. I would not be surprised if in ten to fifteen years time a situation may arise when the officials are only there to guide and assist and not to function as administrators and rulers. I am sure we can do that and it is on these lines that I am thinking of. I hope the future generation will keep up this pace and get on to this optimum objective that I am talking about. As I have said before the Basic Democracies should concern themselves with development of our local raw materials in different areas, on building economical houses for everyone on providing modern scientific guidance to people who would go back to their villages and put their knowledge into practice.

25. I am not going to take any more of your time, except to say this, that I wish you all luck and I hope that you will think about your problems and try and evolve simple, cheap, and easy methods of implementation. It is not much use talking about high flown schemes, which are outside our capacity, and outside our means. We have to talk in terms of means and then work out our plans. In all reforms this was the one thing that I kept in view. I told the experts that it was no good talking about some high flown educational schemes which are beyond and outside our reach. We have to get the maximum advantage out of our meagre resources. If you do that, you will have your feet on the ground and your proposals will have realism in them and they will produce results. I, on my part, will be watching your progress and as far as I am concerned I can tell you that it is now an accepted principle that in our development plan, support to the Basic Democracies will form one of the major items of liability of the Government.

26 With this I conclude, and thank you and wish you all luck and success in your endeavours

THE BASIC DEMOCRACIES' STAFF SEMINAR—ITS OBJECTIVES AND PROCEDURES

by

MRS. SALMA OMER

Advisor, Planning and Evaluation (B.D.), Government of Pakistan

Mr Chairman and Friends,

The old Village AID Organisation of the Central Government had been using the device of Staff Seminars for evolving a complete programme or plan of action for a specific activity. Since the inception of Basic Democracies, however this is the first Staff Seminar that is being held. As stated earlier during the proceedings, the objective of holding such meetings is to pool the thinking of officials, from both the Wings in order that the plans and policies evolved at the Central Government and the Provincial level are based on a realistic appraisal of actual situations. It is mainly the officials working in the field at various levels, who come in greater contact with field conditions and are, therefore in a better position to appraise and evaluate whether policies evolved at higher levels have been effective or whether they have become obstacles in the smooth functioning of a particular programme. The concept most prevalent is that policies are framed at a higher echelon and handed down to the lower levels for implementation. We do hope that such ideas have undergone a metamorphosis and that to evolve realistic, useful and effective policies it is incumbent upon us to base them in accordance with field conditions and field requirements. Hence we feel that the officials working at various administrative levels are the ones who can educate us regarding the impact of policies made and also as regards the necessity for modifying or even replacing certain plans and programmes.

2. Psychologically too the practice of involving those who are responsible for implementation in the planning process yields greater dividends. Adoption of such procedures ensures that the personnel are not mere indifferent implementors, rather as co-sharers in the decision making process they feel greater responsibility and are more enthusiastic about executing an activity on the right lines. With these objectives in view the present Staff Seminar has been organised by the Basic Democracies Wing of the Ministry of Education and Information.

3. At this Seminar we shall be discussing three important aspects of Basic Democracies and evolving a plan of action for the next two years or more.

4. The Central Government has been allocating considerable resources for holding Seminars for Basic Democracy Councillors and the public. During the last years 1961-62 and 1962-63 a total sum of Rs. 3 95 000 has been allocated for this purpose. The Provincial Governments have been undertaking such Seminars at various

administrative levels and we have been given to understand that such get togethers have created a great deal of enthusiasm amongst the people. However, it was felt that after the experience gained in the field in the last two years, it may be desirable to take stock of the strength and weaknesses of this venture and plan an action programme for future years.

5. The second aspect which we shall discuss thoroughly is the Works Programme which will shortly be undertaken by the Government of West Pakistan. A sum of Rs 10 crores which the President was pleased to give for purpose of relief to the Government of East Pakistan has been utilised by them in the current year for organising and executing the Works Programme through Basic Democracies. As the Government of West Pakistan, we hope will shortly embark upon this programme, it is desirable that the officials at various levels be associated in doing some advance thinking and arriving at a rational procedure for organising the Works Programme. From their past experience in the field they will be in a better position to indicate what projects and programmes are more acceptable and desirable at the lower levels.

6 The last and a considerably important aspect that we shall discuss at this Seminar is the formulation of a certain procedure for recording the work done by the Basic Democracy Councils. Such collection and analysis of data would be useful for conducting a public relations programme both at home and abroad. It would also be instrumental in indicating the weaknesses in the programme in order that action may be taken immediately by the Government to strengthen certain aspects, or to remove certain functions from the sphere of the Basic Democracies, if it is felt that these cannot be adequately discharged by them.

7 After the Inaugural Session, the Seminar mainly resorts to group discussions. In the Main Sessions also the method adopted would be a general discussion leading to recommendations and suggestions. We shall be discussing four topics. Topic-I "Policy and Planning", Topic-II "Organisation, Finances and Training"; Topic-III "Evaluation and Follow-up" which will also deal with a sub-topic, namely, competition among Basic Democracy Councils and institution of performance medals for Councillors". Under Topic-IV will be discussed the "Quarterly Progress Proforma" through which we expect to collect data on various aspects of Basic Democracies.

8 The delegates to this Seminar will be divided into three groups who will discuss each topic. For example, the first Topic (Policy and Planning) will be discussed simultaneously by groups 'A', 'B', 'C'. At Main Session-I, group chairmen will present the reports of the groups. After the presentation of group reports discussions will be held in order that the consensus of opinion is recorded. The Chairman to the Main Session will, of course, throw light on major aspects and be able to deduct main recommendations on that particular topic. The same method will be adopted for all the four topics.

difficulties and grievances to enable the Basic Democracies Staff to go to their rescue with all the means available. It is unfortunately a fact that the funds which are placed from year to year at the disposal of various tiers of Basic Democracies are very limited. In fact on an average a bare Rs. 100 are allocated to a village during the course of a year. But it should be our endeavour to make the best use even of these funds. Government have been pressed time and again to place more funds at the disposal of the Basic Democracies and we hope that in the next financial year substantial increase would be made in such funds. It is our earnest hope that the funds, which will be placed at Divisional, District, Tehsil and Union Council levels will be utilized to the best advantage of the people and that larger allocations will be made by the local officers for the development of and underdeveloped areas. Conscious of the role which periodical Conventions and Seminars play in assessing and solving the problems of the people, the Provincial Government have issued instructions that these be held at District and Divisional levels at least once during the course of a year.

4. A Division wise resume of the Conventions held so far is as indicated below —

- (i) *Karachi Division* One Convention at Divisional Council has been held so far.
- (ii) *Hyderabad Division* A Convention at Divisional level was held in November 1962. Conventions at District level were held at Thatta, Sanghar, Tharparkar and Dadu in January-March 1963. In this Division some Conventions were held at Sub-Divisional and Taluko levels as well.
- (iii) *Khalpur Division*. No Convention has been held at Divisional level. Conventions have been held at District level at Sukkur, Jacobabad and Nawab Shah. In Jacobabad District a Convention was also held at Tahsil level in April 1962.
- (iv) *Quetta Division* A Divisional level Convention was held at Quetta in 1961 and again in 1962. A District level Convention was held at Sibi in March, 1963. No Convention has been held in any other district in this Division.
- (v) *Kalat Division* A Convention at Divisional level was held in 1961 and another in 1962. No Convention was held at District level in any of the districts in this Division.
- (vi) *Bahawalpur Division* District level Conventions have been held at Bahawalnagar and Bahawalpur. No Conventions have been held at the Divisional or District levels in the case of Rahimyar Khan District.
- (vii) *Multan Division* No Convention has been held at Divisional level. District level Conventions have been held at Multan, Montgomery and Muradgarh. No Convention has been held at Dera Ghazi Khan.

- (viii) *Lahore Division* Conventions have been held at Divisional level, as well as at District level in all the districts of the Division.
- (x) *Sargodha Division* No Convention has been held at the Divisional level, but Conventions have been held in all the Districts
- (x) *Rawalpindi Division* No Convention has been held at Divisional level. District level Conventions have been held at Gujrat and Rawalpindi. No District level Conventions have been held in Jhelum and Campbellpur.
- (xi) *Peshawar Division.* No Convention has been held in this Division at any level.
- (xii) *Dera Ismail Khan Division* No Convention has been held in this Division so far at any level. But the local officers are proposing to hold one in June, 1963.

5 A Basic Democracies Convention on All-Province basis was held at Lahore in January-February, 1962. It was inaugurated by the President. The Convention was spread over ten sessions. As a result of the deliberations of the Convention as many as 296 recommendations were formulated. The proceedings of the Convention have been published.

6 By and large, all the Conventions held so far have generated considerable enthusiasm and have proved to be a source of considerable strength to the movement of Basic Democracies. Some of the achievements of the Conventions may be summarised as under.—

- (i) The Conventions provided opportunities to the members of Basic Democracies to come closer to one another and to gain from the experience of others in kindred fields. This has not only helped them to solve their local problems, but has also broadened their outlook.
- (ii) The Conventions proved educative. The speeches delivered, talks given and papers read at the Conventions enabled participants to appreciate the basic concepts, principles and philosophy of Basic Democracies better.
- (iii) The Conventions served as a forum for pinpointing local problems and also indicated how they could be solved.
- (iv) As the Conventions were attended both by members of Basic Democracies and by Government officials concerned with developmental activities in various fields, they led to a better understanding between them.

(5) When the Conventions have been held the work of Convention Officer should not end there. He should be responsible for passing the various recommendations to the Departments concerned and taking steps for their speedy implementation. At every succeeding Convention a detailed report should be furnished about the action taken about the proceedings of the previous Convention. This will not only give continuity to the proceedings of the Conventions, but will also avoid unnecessary repetition of the same issues being considered over and over again.

(6) The reports of the various Conventions at District and Divisional levels should be suitably edited by the Convention Officers and should also be forwarded to the Basic Democracies Department.

9 Basic Democracies started from a scratch. Since their inception they have made commendable efforts in fulfilling the purposes for which they were constituted. Their task is uphill and the targets they have in view have still to be achieved. There are cases in which individual institutions of Basic Democracies have faltered here and there, but there are also some cases where they have taken rapid strides in their onward march. On the whole the results are promising. While we can well be proud of what has been accomplished, there is still much to be done and there is no room for complacency. We should redouble our efforts so that Basic Democracies may come up to the expectations envisaged for them in the Basic Democracies Order. For this we have to work both from within and from without. From within, efforts have to be made to ensure that every institution of Basic Democracies is active and acts in accordance with law and national interest. From without, efforts have to be made to ensure that the movement of Basic Democracies becomes a movement of the people.

10 These objectives can be achieved by holding more and more conventions and Seminars. But we should also take care that these Conventions and Seminars do not degenerate into affairs of merely getting together, talking and then dispersing, but should become institutions for constructive thinking and action.

WORKS PROGRAMME IN EAST PAKISTAN

by

MR. A.M.S. AHMAD, P S P

Secretary, Basic Democracy and Local Government Department
Government of East Pakistan

1. *Basic Objective:*

The basic objective of the Works Programme in East Pakistan is that the unemployed and under-employed man-power in the rural areas should be provided employment through execution of economically beneficial schemes. Such a programme will, therefore, simultaneously aim at securing the economic development of rural areas and provision of job opportunities to the unemployed in villages. The economically beneficial schemes should result in better income for the farmers which in turn will result in more job opportunities being created by these farmers for the landless labour. Larger farm income, would, in addition, provide scope for additional tax/resources for the local councils to undertake projects of public utility which will generate more jobs in the rural areas. In East Pakistan it is estimated that there are approximately four million un-employed labour during at least four months of the winter season. This means that at least 16 million man-months are available for utilisation on productive projects through Works Programme.

2. *Works Programme 1962-63:*

During the financial year 1962-63, a Rs 10-crore works programme was formulated for implementation through Basic Democracy. For a programme which involves the mass of the people it is essential that the people must effectively co-operate with the programme. In order to secure such co-operation the Scheme for the implementation of the Works Programme was formulated with the view to ensuring that in addition to achieving the basic objectives of the works programme the people fully participated in the planning and in the executing of the programme. The various councils were, with this end in view, given complete authority. The Administrators were assigned the role of providing support to local councils.

3. *Work done under the Works Programme:*

The Works Programme was planned and executed at four different tiers namely District Councils, Thana Councils, Union Councils and Municipal/Town Committees. The District Councils under the Works Programme improved and repaired approximately 8,400 miles of roads, constructed 48 miles of new roads, excavated 49 miles of canals, repaired 248 miles of flood protection embankment and constructed 527 bridges and culverts. The Union and Thana Councils undertook the repair and

construction of 12,478 miles of road and excavation of 853 miles of canals and in addition constructed several thousand small bridges and culverts. The municipal committees and town committees surfaced 336 miles of roads, repaired and constructed 84 miles of drains and laid out 56 parks and repaired 112 bridges.

4 *Impact of the Programme*

Elaborate arrangements for inspection and evaluation were made. From informations gathered by the inspection and evaluation teams it is clear that the implementation of the programme was a success.

People in the rural areas were greatly enthused by the works programme because they considered that this was the first Government programme which specifically sought to develop the rural area. They felt proud that they themselves were entrusted with the task of deciding what was to be executed under the programme. It was a challenge to them that they were also responsible for the implementation of the projects chosen by them as economically useful. They accepted the challenge with energy and a sense of dedication. The undoubted success of the programme and the great enthusiasm it generated in the people was because of the whole hearted support of the people and their determination to play their part fully and respond willingly and adequately to the challenge of the responsibility vested in them. The Union Councils were the chief agencies through which the projects were formulated and executed. The Thana Councils played an important and effective role by providing a close enough forum for co-ordination, training and guidance. The projects of the District Councils of earth-work type were entrusted to the Union Councils for execution. The work done by the Union Councils were much superior in quality than the work done by contractors and were much cheaper also. The programme has demonstrated that the managerial and technical skill that are necessary for rural development are capable of being mobilised by the various tiers of Basic Democracy—particularly the Thana and Union Councils.

5 The success of the Works Programme in 1962-63 was due to two important factors. The first of these was the concerted efforts made in East Pakistan to build up the various tiers of Basic Democracy particularly the Union Councils as self-reliant and effective local government institutions so that these become adequate machines for implementation of rural development programme. The second was the role played by the Comilla Academy in evolving an effective pattern of work for Union and Thana Councils in general and for works programme in particular.

6 The President in his inaugural speech outlined the objectives in bringing into existence the institutions under Basic Democracy. He had very clearly indicated that these institutions were set up in order that they could effectively undertake the resolution of problems of the people at various levels and that the main task of the

administration was to assist and build up these institutions as quickly as possible. Early in 1960, the President had written letters under his signature to each and every official and non-official Chairmen of the various tiers of Basic Democracy. In these letters he had outlined the role of the officials and of the non-officials in the building up of these institutions. The instructions were faithfully implemented by the officials and non-officials. Their co-operation and joint effort have resulted in making these institutions homogeneous and harmonious bodies with unity of purpose. Due to the efforts of the officials and non-officials these institutions have developed into strong and effective bodies which could be fully entrusted with the responsibilities envisaged in the Basic Democracies Order. Group discussions, inspection, surveys etc. were carried out periodically to ensure that the objectives of the Basic Democracies were achieved fully. Defects and deficiencies found were promptly taken note of and remedial actions taken. It was the keen and constant watch on the functioning of Basic Democracy that has resulted in the institutions under it being what they are today in East Pakistan.

7 It was recognised early that it was necessary to have an experimental area which could evolve ideas and programmes with regard to Basic Democracy in general and rural development in particular. With this objective in view the Thana Council and the Union Councils in Comilla Kotwali Thana area were placed under the Director of Academy for Rural Development, Comilla. The Comilla Academy in their search for effective measures to meet the problems of the rural areas discovered that no progress in the rural areas was possible without an infra-structure of communication, irrigation and drainage being built up. In an area covering approximately 6,000 acres in Comilla Kotwali Thana, the farmers could not reap any harvest for six consecutive years on account of damage caused by seasonal floods. The farmers who stood to lose a crop sown by them were naturally most reluctant to invest money in labour, fertilizer and better method of cultivation. The academy proposed that they should be given a sum of Rs 1,50,000 so that they could conduct an experiment on rural works programme to meet this basic problem of building the requisite infra-structure. The Government very willingly agreed the experiment conducted by the Comilla Academy which demonstrated beyond doubt that these were the basic problems confronted by the villagers and that works programme should be directed specifically at building up such an infra-structure. Floods in East Pakistan are a regular feature which cause considerable damage. These floods are due to the choking up of thousands of drainage canals which existed long before but which due to neglect had become silted up or encroached upon. The experiment in Comilla established the fact that the amount spent on rehabilitating drainage canals and building flood protection embankments was more than offset by the gain on account of the value of crop saved. It was also found that every five miles of roads constructed gave at least two rupees extra income per maund of rice to the farmer thereby

providing him with a definite incentive. Rough estimate is that the amount spent on works programme for drainage, irrigation and embankment gave the farmers economic return of at least an equal amount.

8 On the basis of the experiment in Comilla, a report was prepared by the Comilla Academy which was accepted by the Government. The Academy also prepared a manual for works programme which became the text book for implementation of works programme in other areas of the province. The Government decided that the Comilla experiment could be duplicated throughout the province effectively on account of the competence that the Union Thana and District Councils had acquired in planning and execution of similar projects in the course of the previous three years. Comprehensive instructions were drawn up and circulated to the various councils and to the supervisory officials of Basic Democracies. Deputy and Assistant Directors of Basic Democracy were given a course of orientation in the Comilla Academy. The Academy undertook the difficult task of training nearly 400 circle officers in a short period. The circle officers in their turn trained Union councillors in the planning and execution of works programme. An abridged version of the Manual in Bengali on works programme was printed in thousands and circulated to Union Councils so that they could have full guidance on their duties and responsibilities.

9 In the ultimate analysis it was the hard work and sense of dedication displayed by the people, councillors of Basic Democracy and the office of supervisory staff of Basic Democracy and Sub-divisional officers which made it possible for a programme of this size spread throughout the province to be executed with such success. The Union councillors were determined to prove their efficiency and competence in handling a programme of this nature. This resulted in keen competition between Union Councils and Thana Councils. A number of these councils produced new ideas particularly in the sphere of standardisation of road specifications and alignment of roads.

10 A Works Programme conceived on the lines outlined at the beginning can be planned and executed only by the people concerned. Without effective participation of the people such a programme will result in waste and corruption. A programme of this nature demands that the people must be full fledged participants and not spectators in both planning and execution. Faith—unreserved faith—in the people is the basic ingredient of any scheme to be launched under the title of Works Programme.

THE HURDLES TO PROGRESS

by

BRIGADIER MOHAMMAD MUZAFFAR

Member, West Pakistan Inspection Team

Mr. Chairman, Ladies and Gentlemen;

I have in my capacity as a member of the Provincial Inspection Team been able to have very close contacts with the B D Councillors. I have been able to see the tremendous amount of development work that they have undertaken on their own initiative and I am confident that given the opportunities they will be able to undertake still greater efforts in developing their community resources. The President, day before yesterday, stated that West Pakistan will be given Rs 10 crores to undertake the Works Programme through the B D Councils. These ten crores will assist in generating nearly 20 to 30 crores through the efforts of the people and in the long run this programme shall become self-sufficient.

2. As stated earlier, I have been able to see the working of the councils from very close quarters and hence I have a few suggestions to make, which I am sure, if put into effect, can assist in making the Union Council an extremely effective body. However, at the outset I do feel that the B D staff placed at various levels to serve the B D Councils is not a very happy team of workers for the simple reason that they are temporary and are always looking for job elsewhere. I feel that it is extremely necessary to make the Staff of B D permanent in order that they can devote their entire attention to the very important and useful work they are expected to undertake.

3. Another point that I wish to emphasize is that the Staff of B Ds should be the best that we possibly could place at these levels because of the very important grass-root work that is expected to be carried out by the B D Councils. I must frankly state that though I have met quite a few devoted and efficient officers, there is a considerable number of B D officers who are indifferent to their work and I think the earlier they are replaced the better it will be for the functioning of the B.D Councils.

4. Another problem that I wish to emphasize and which perhaps has been felt by everyone who has had any connections with B Ds, is that the co-operation of

the Nation Building Departments is extremely necessary for undertaking any work through these councils. The concept of B.D.s. visualises a very close and a very healthy team work between the officials, and the B.D. Councillors and hence the necessity for officers of the Nation Building Departments to give strength and support to the B.D. Councils is paramount. Again, I am sorry to state that this harmony and team work is lacking. Consequently the development activities of the B.D. Councils receive a set back.

5 I will just quote an example of the rigidity that marks the attitude of our officers, specially regarding technical approval and sanction of schemes. It so happened that I went to Sheikhpura District and a particular Council had built a school building, but it did not have a roof. I was told that the community had contributed its own share towards the building of the school but the share of the Government was not forthcoming. When I probed into the reason I was informed that the technical approval had not been given as the rooms of the school building were 6 shorter and 6 less broad than the specifications. I feel very strongly that such technical rigidity should not apply in respect of Union Councils as their efforts and their enthusiasm for the work should be the criteria for measuring their success and not strict compliance to specifications. The rigidity of the technical departments should not stand in the way of the progress of development schemes.

6 Lack of attention and delays in implementation of decisions taken by B.D. councils might be cited as another source of justifiable dissatisfaction. It may be argued that quite a few of these decisions are not worth implementing or they involve impracticable suggestions or that they are technically unsound. That may be the case sometimes but this would not mean that useful and practical suggestions may also be discarded. This would affect the status of these councils and they will gradually lose confidence of the people. The earlier our officials realize this the better. All proposals and suggestions which come up for discussion in the meetings of Union Councils etc. should be carefully studied and pursued for implementation. For instance the Assistant Director Basic Democracies should be in a position to state before a meeting of the Tehsil/District Council as to what has happened to the various proposals and suggestions of B.D. Councils. The implementation whenever possible should be prompt. In no case should it be allowed to hang on for so long that its very utility is lost.

7 Now for certain other matters e.g. flaws in Government orders and ordinances. As you know these are causing considerable practical difficulties and conflicts. I am sure that the Secretary Basic Democracies and Local Government Department and also the Deputy Secretary B.D.s would be able to review them and

ensure prompt removal of the flaws and ambiguities wherever they occur I am sure that much of these difficulties are due to the fact that enough education has not been given regarding these laws or rules I might mention for instance the Family Laws. These are often being toleratd as an undesirable burden Asked about his opinion concerning these Laws, a Maulvi denounced them as entirely un-Islamic, but when I explained to him that the Laws are always meant for benefit of the people and that the authorities concerned had sincerely hoped that much good would come of the Family Laws, his attitude underwent a change In fact, he went to the extent of giving certain arguments in favour of the laws.

8 Finally, a word about Union council offices I came across Union councils which maintained well organized offices My personal experience is that if proper statistics is maintained by Union Councils, it will greatly smooth the functioning of Basic Democracies and we will get hundred percent true and correct information Any type of statistics can be collected from Union Councils if a proper procedure is followed and that will be cent per cent correct.

9. Union councils are important bodies In fact, they are our only link with the people I think it is time that we had standardized office procedures and methods for all BD councils to follow Detailed manuals may be compiled providing full instructions regrding office organization e g , files and registers to be kept, forms and proformas in which information may be maintained, how to carry on correspondence with Government offices and with the public, how to file and weed out record, how to hold meetings and maintain proceedings, etc.

10 If properly organised, the offices of the Union councils can also serve as the most direct and reliable maintenane source for all kinds of vital statistics and information Even military statistics can be collected through them with greater accuracy and promptitude If such statistics is collected and properly maintained by Union council offices, it would be of immense value It can be collated say at Tehsil or District levels and utilized for evaluation purposes and for formulation of policies of the Government It would also provide a ready source whereby the Union councils themselves will be able to measure progress, maintain a clear grasp of local problems and needs and lay down their schemes accordingly I think, convenient and simple forms and registers can be devised for this purpose I would also suggest that the Union council offices should have maps showing full details of the areas in which they work. These maps will be helpful in giving them a clear conception of the work they have done besides facilitating a proper understanding of their position and problems.

11 In the end I may invite attention to the water problems in Multan Lyalpur and Gujrat districts. I came across several complaints against the Irrigation Department there. Some concrete steps may be taken to ameliorate the situation as otherwise development plans of Basic Democracies might suffer in this area.

12. I once again reiterate that for the success of the B D programme the assistance and co-operation of the officials, specially those at the lower levels, is vital and paramount. I also have implicit faith in the potential of Union Councils as institutions of development and in the B D Councillors as persons who are eager and willing to work hard and make their Unions more prosperous.

RURAL WORKS PROGRAMME FOR WEST PAKISTAN

by

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Government of West Pakistan

The original idea of a large scale Works Programme was contained in the background papers used by the Government of Pakistan in negotiating the expanded PL-480 Agreement which was signed in October, 1961 with the Government of United States. The basic philosophy of this programme was summarised in the Revised Second Five-Year Plan as presented in 1961. Here it was stated, "The central idea of the Works Programme is to put the un-utilized manpower of Pakistan to work on Nation Building Projects by the liberal provisions of basic wage goods (i.e. the surplus agricultural commodities available under PL-480) as the detailed programmes are still being worked out, though it may be mentioned that the main sectors benefitting from this programme will be Small Irrigation Schemes, Feeder Roads, Schools, Dispensaries, Water Supply, Drainage and Reclamation.

In view of the above basic philosophy laid down for this Programme, the main characteristic of the works to be financed under this Programme in West Pakistan are that they must be labour intensive as it is only by the intensive use of labour that the level of productive employment can be raised further. Unless the funds are spent on labour intensive projects the expenditure will not fall on the work goods available under the Works Programme. Secondly, the foreign exchange must be minimum so that there is no strain on the already meagre foreign exchange resources of the country and lastly, these schemes must be outside the Second Plan.

The President has very kindly announced at the opening session of this Seminar that Rs 10 crores would be made available to West Pakistan for the financial year 1963-64 for this Programme. The Planning and Development Department has been working on the details of this Programme for the last two years. As mentioned above the basic philosophy of the Programme is the use of un-utilized manpower on the construction of projects which will directly benefit the rural community. The Planning and Development Department considered that one of the main factors in the implementation of this Programme should be decentralization. By this we plan to enable every Union Council to prepare its own schemes, obtain the approval of the Tehsil Council and the District Council, as we felt that only at the Union Council level could the basic priorities be sorted out and that only at the District level could a consolidated and comprehensive plan be prepared for the development of the District.

In line with this basic philosophy the Planning and Development Department issued a Manual of Instructions which embodied the rules and procedure by which schemes are to be prepared and approved and a District Programme consolidated. On the implementation side also the aim is to leave the essential things in the hands of the Local Councils.

In the rules framed for the Works Programme we have laid down certain categories of schemes which qualify for implementation. These categories include schemes such as Schools, Dispensaries (both Medical and Veterinary), Minor Irrigation Works, rural roads etc. We have tried to make this list as comprehensive as possible but have also suggested that where any Local Council wishes to undertake a scheme falling outside this list then the Local Council may do so with the prior permission of the Government.

In our effort to decentralize we have felt that the level at which decentralization would bring the most efficient results would be the level of the District. As such the Deputy Commissioner has been made the Project Director of the Programme for each District. It is for the Deputy Commissioner as Chairman of the District Council to prepare the projects to be implemented, arrange their technical scrutiny and supervise the implementation. The Deputy Commissioner because of his role as a District Co-ordinator is best fitted to handle this work at the District level more so as he is also the head of the Basic Democracies institutions at the District level.

In the initial stages we have given powers only as far down as the District Council level for the approval of projects. District Councils have been empowered to sanction any scheme the estimated cost of which does not exceed Rs. 50,000. Schemes costing more than Rs. 50,000 can be approved by the Divisional Council and Divisional Councils have powers to approve schemes upto Rs. 1 lac. We hope that most of the schemes would be of such nature that they would be approved by the District and Divisional Councils and would not have to come up to Government for approval. In this first phase as mentioned above only District Council can approve schemes. We hope that in future this power of sanctioning will be extended further down the ladder of Local Councils.

On implementation we have mainly left it to the District Councils to arrange for the execution of projects, but we have advised District Councils that the best method of implementation would be through Project Committees at Union Council level. In certain projects needing sophisticated technical design and execution local contractors might have to be employed. A glance through the programme of the Districts of West Pakistan has shown however that about 90 per cent of the projects will be executed through Project Committees of Union Councils.

The recurring and maintenance cost of the schemes will have to be borne by the Local Councils. On every project approved, therefore, the Local Council has to give a certificate to the effect that the recurring cost will be met out of their own funds. This has been done in order to avoid the mistake made by the Village-AID Organization which undertook a great deal of construction but made no provision for its maintenance.

One of the main difficulties that will be faced in the execution of this Programme is the lack of technical personnel at the District level. We are, however, certain that the schemes will be of such a simple technical nature that any competent technical hand will be able to advise on their proper execution. In order, however, to facilitate construction we have advised the District Councils to draw up standard plans for the construction of Schools, Dispensaries, Small Drinking Water Supply Schemes and such other projects. A Union Council with such plans in hand could easily undertake these works.

This is a great experiment. Our people, however, are not unprepared for it. 50 years of work of Local Bodies such as District Boards and the recent experiment of Village-AID and the last few years of the work of the Basic Democracies system has shown that our people at the village level are very well aware of their main problems and secondly are willing to solve these problems if aided initially by the Government. The impact of this Programme will be immense as it will touch every village of this Province, and it will give a solid backing to the work of the Basic Democracies. The idea is not to continually feed the Local Councils on funds but in the initial stages we realize that the Local Councils do not have sufficient funds to tackle their immense problems. By this initial aid we will get them on the road of development and this initial impetus will carry them through and if in future years, no funds are made available, Union Councils, we are certain, will be able to generate their own resources and move forward on the path to development of our rural areas.

STRENGTHENING THE BASIC DEMOCRACIES

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MR. ABDUL KADIR SANJRANI

Minister for Health and Basic Democracies, Government of West Pakistan

At the successful conclusion of your deliberations on Central Seminars on Basic Democracies, and introduction of workshop procedure, I take this opportunity of saying a few words. I congratulate you first of all on the success of the Seminar and thank you all, collectively as well as individually for participating in these deliberations at great personal inconvenience at this time of the year when the weather is hot and sultry. It is my fervent hope that your efforts will bring forth the expected results and that the Staff Seminar will prove to be a milestone on the road to progress of Basic Democracies. Basic Democracy is a multi-dimensional effort at national reconstruction and in grappling with the various problems of our national development new techniques have to be designed and new methods have to be evolved and the results achieved have to be evaluated from time to time. In this context I need hardly assure you that the recommendations of your Seminar would be considered by the Provincial Government with the sympathy and consideration they deserve and steps would be taken to implement them as far as practicable.

2 Basic Democracy is an article of faith with the Government and it will adopt all such measures as may be necessary to strengthen the system. During the short span of three to four years we have made considerable headway. Though much remains to be achieved we have the consolation that our steps have never faltered and that every step taken was a step forward. There are some people who feel uneasy at the success of this system and have held out the threat that they would scrap it as and when they come into power. We accept their challenge. Basic Democracy is a people's movement and it has come to stay. Despite their carping criticism the caravan of Basic Democracies will with God's grace march on towards its destiny. This points to the necessity of re-doubling our effort to strengthen the system so that the unjustified criticism levelled against it may be given a decent burial.

3 According to my appraisal a five pronged endeavour is necessary to strengthen the system that is to say —

- (i) Basic Democracies should establish more mass contacts
- (ii) They should become more representative
- (iii) They should accelerate the process of development
- (iv) Their financial resources should be developed and
- (v) Their administration should be streamlined and improved



Mr Abdul Kadir Sanjani, West Pakistan Minister for Health and Basic Democracies, speaking in the inaugural session



*A group Chairman presenting his report before the Main Session on
Topic III. Mr. S. M. H. Rishi, Deputy Secretary, Central Information
and Broadcasting Division, is in chair.*

4 At present, Conventions and Seminars are generally held at Division or district levels. In order to promote mass contact with the people it is worth considering if such conventions should be held at lower levels i.e. at the levels of Union Councils, Union Committees and Town Committees to enable the staff to explain the policies of the Government to the representatives of the people.

5 To begin with, as you all know, election was introduced at the first tier of Basic Democracies. Provision has now been made for the introduction of elections at all tiers. It is thus obvious that during the coming elections (in 1965) the Basic Democrats at all levels would be the representatives of the people, which would be a source of strength to the movement. In the first two National Five-Year Plans, local bodies were not assigned any role in the National development. In the Third Five-Year Plan, a definite role is being assigned to Basic Democracies and all development at local level is to be channelised through them. This will strengthen the Basic Democracies on the one hand, and accelerate the pace of development on the other. For the success of the Basic Democracies, it is very necessary that their financial resources should be increased. The Government of Pakistan have set up an Experts Committee on local taxation which is seized of this problem. It is hoped that as a result of the recommendations of this Committee, the financial resources of Basic Democracies would be strengthened. We also hope that it would be possible for the Central Government to place more funds at the disposal of Provinces for the Basic Democracies Department to enable it to allocate adequate funds for the development of economically backward areas. It is high time that the gulf at present subsisting between the developed and underdeveloped areas is bridged as early as possible.

6 For an administration to be effective, constant vigilance is necessary. Necessary mechanism for such vigilance and control is provided in the law and the rules on the subject. The local authorities, and the Controlling Authorities should avail themselves of the relevant provisions and should brook no laxity. We have so much to do that we cannot afford to rest on our laurels or be complacent. We should subscribe to the gospel of hard work in the interest of the nation. I am confident that in this national task, the Basic Democracies will come up to our expectations.

7 I thank you once again, for all that you have done and are doing in the cause of Basic Democracies. We have to work for this sacred cause with zeal and enthusiasm. It is gratifying to observe that our enthusiasm for this cause is great and lasting. If we continue to work with missionary spirit and zeal, I have no doubt that our efforts will be crowned with success.

GIST OF THE FINAL REMARKS

by

MR S M H RIZVI, C.S.P

Deputy Secretary, Information & Broadcasting Division

Ladies and Gentlemen

On the fruitful completion of the deliberations of the Basic Democracies Staff Seminar sponsored and organized by the Ministry of Information Government of Pakistan it is my pleasant privilege to offer a vote of thanks to everybody. We are grateful to the Government of West Pakistan the Secretary Basic Democracies and Secretary Information Department for providing facilities to hold the Seminar at Lahore. We are also thankful to the Government of Azad Kashmir for having enabled the participants of that area to attend the Seminar. Secretary Basic Democracies, East Pakistan deserves to be specially thanked for his very useful instructive and effective participation. We are so glad that in spite of the hot and humid weather participants from all parts of the country not only attended this function and painstakingly undertook the task of analysing and critically assessing the various problems concerning Basic Democracies but also that their useful association has been mostly responsible for the success of the Seminar. It has provided nourishment for thought and action and we hope that with the fruitful experience that we have gained more seminars of this nature will be organized in the country. The Group Chairmen did a very useful job by acting as the spokesmen and we are thankful to them. To Mr Tariq Ismail the Local Director of Basic Democracies, we are thankful for having undertaken administrative spade work in holding this function and finally I want to express my personal thankfulness and appreciation of the excellent work done by our Technical Adviser (Mrs Salma Omer) in holding this Seminar. Her dynamic role in all arrangements sustained all of us in the deliberations of the Seminar.

Thanking you

PART II

SEMINAR PROCEEDINGS

SUMMARY OF GROUP DISCUSSIONS

TOPIC I : POLICY AND PLANNING REGULATING SEMINAR AND THE WORKS PROGRAMME

SUGGESTIONS OF GROUP A

Chairman : **Mr. Lutfur Rehman, C S.P.**
Deputy Director, Basic
Democracies, Chittagong

Rapporteur : **Mr. Sardar Mohd. Ashraf
Khan, Development Officer,
Pallandri (Azad Kashmir)**

Group 'A' was composed of seventeen members. It discussed problems on the topics of Policy and Planning for Basic Democracies and works programme in West Pakistan. All the members took keen interest in the discussions and put forth the following recommendations for consideration of the main session —

I. Seminars

1 The question as to how often and at what administrative levels should seminars be held, was discussed at length. It was observed by the members that the seminars were purported to collect and collate expert opinions and recommendations, and as such, it would not be appropriate to hold them at the grass-root level. At the Union Council level, periodical conferences and workshops would be more meaningful and practical. These may be organised by the Union Councils themselves and should cater for the participation of all people of the union. They should be held quite frequently, at least twice in a year.

2. It was, therefore concluded that the lowest level at which seminars can be useful is that of Tehsil or Thana. These as also the district level seminars, should be held quite frequently but not less than two times in a year. At Divisional Provincial and All Pakistan levels, seminars should be held only once a year. The dates of the various seminars in a district or division may be so arranged that recommendations made at one level can be taken up for consideration at the higher level seminar or seminars.

3. In regard to the scope of such workshops, conferences and seminars, the following list of topics was drawn up by the group by way of a model pattern to guide programmes of discussions at appropriate levels —

- (a) Role of the Councillors in administration
- (b) Taxes—reaction of people in a particular area. Services offered to the public by the local council in return for such taxes
- (c) Raising of adequate funds for meeting the developmental activities of the Basic Democracies,
- (d) Basic Democracies as instruments for educating the public in their social and political responsibilities and also for eradicating social evils
- (e) Progress of developmental activities and preparation of plans for new projects
- (f) Nation Building Departments, their contribution at present and future role in relation to Basic Democracies
- (g) Co-operation received by the Basic Democracy Councillors from different Government departments
- (h) Promotion of Adult Education through Basic Democracies. adult education not to mean the teaching of three Rs alone but also providing knowledge of improved methods of cultivation etc
- (i) Promotion of sports and cultural activities through different local councils and
- (j) Encouraging youth organisations and Women's Programmes in the Basic Democracy Institutions

4 It was resolved that in deciding the topics of discussions for seminars at particular levels, the functions of the corresponding local councils should invariably be taken into consideration

5 There was a thorough discussion as to which would be the most appropriate agency for organising these conferences, workshops and seminars at the levels referred to above and whether it would be desirable to categorise the nature of participants with relation to the nature of discussions expected at particular levels. The consensus of opinion was that conferences and workshops at the union level should be organised by the chairmen of the respective Union Councils. These conferences should be open to all people of the union while the workshops should impart training on agriculture, cottage industries etc., to the councillors as well as the people. At the Tehsil, District and Divisional levels, the seminars should be organised by the Chairmen of Tehsil, District and Divisional Councils with the active help of the officers of the Basic Democracies Department at the respective levels. These seminars should be attended by officers of the Basic Democracies and different Nation Building Departments. Besides, some of these seminars should also include the councillors as participants.

6 Conferences and Seminars may be addressed by the councillors, members of the public, 'ulema', Government officials, MNAs and MPAs. The proportion of speakers among these categories of persons may be determined according to local exigency.

II Works Programme

1 It was proposed that the works programme should have the following broad features —

- (a) Encouraging people in villages to plan projects according to their needs ,
- (b) Execution of local projects by local councils at cheaper cost through indigenous interests (this being expected to be more economical as compared to work carried out through Government Departments like P W D , etc , for various reasons),
- (c) Providing an additional source of employment to the rural population who are mainly dependent on agriculture,
- (d) Being so drawn as to differ distinctly from real relief in the sense that it would not provide relief to the people whether work was done or not

2. The group discussed carefully as to which tiers of Basic Democracies may be involved in the Works Programme. The consensus of opinion was that the programme should be organised at the following levels —

- (i) Union Council
- (ii) Tehsil Council
- (iii) District Council
- (iv) Municipal Committees/Town and Union Committees
- (v) Cantonment Boards

3. Having agreed on the policy for framing the programme, and levels considered suitable for its implementation the group directed its deliberations to such questions as the procedures to be adopted for speedy allocation and distribution of funds and the relative proportion of shares of lower councils. A lively discussion ensued but the group finally concluded that all funds should be placed at the disposal of the district councils, who may allocate them to the lower councils and committees on the basis of schemes submitted by them. It was also agreed that the Union Councils should receive a larger share of funds than Tehsil Councils.

4. It was considered that priority with regard to projects to be executed should be fixed by each local council according to its needs. The objective of the programme was to provide the rural population with a secondary occupation besides agriculture and for this reason it should be labour intensive the scheme for works being determined according to local conditions. The group recommended that nation building departments should be actively associated with all schemes under the works programme. The projects should however be executed by the local councils themselves. In this regard it was suggested that comparatively smaller schemes may be taken up by the Union Councils, while Tehsil and District Councils should carry out schemes of Tehsil and District importance respectively. The technical skill and knowledge required for execution of a particular scheme should however be taken into consideration in determining as to which council it should be assigned.

5. It was suggested that each Union Council may be given powers to sanction schemes upto Rs. 1 000 Tehsil Council upto Rs. 2 000 District Council upto Rs. 5 000 and Divisional Council upto Rs. 1 00 000.

6. The group finally recommended that a Tehsil should be assigned to each Basic Democracies Institute for carrying out pilot experiments. Such Tehsil may be given suitable grants for the purpose. It was also considered that the Programme should start all over the Province simultaneously as exclusion of certain areas may lead to frustration among the people of such areas.

TOPIC I : POLICY AND PLANNING REGULATING SEMINARS & THE WORKS PROGRAMME

SUGGESTIONS OF GROUP B

Chairman **Mr. Tariq Ismail, P C S**
Director, Basic Democracies,
Lahore

Rapporteur **Mr. Saiful Maluk,**
Development Officer,
Malakand Agency

Group 'B' was composed of 17 members. After fully discussing the allotted topics it made the following recommendations for consideration by the main session —

I Seminars

1. Administrative level for holding workshops, seminars, conferences, etc

- (i) It was suggested that workshops should be held at tehsil level twice a year;
- (ii) At the district level, seminars should be held once a year,
- (iii) One convention should be held at the divisional level;
- (iv) One conference should be held at the Provincial level,
- (v) Staff seminars should be held at the Central level at the rate of two in a years' time, i.e. one in East Pakistan and one in West Pakistan

2 Subjects to be discussed

- (i) Community Development,
- (ii) Family Laws Ordinance,
- (iii) Conciliation Courts

3 Who should organise the seminars., etc.?

- (i) At the tehsil level, chairmen of tehsil councils should organise the workshops,
- (ii) At the district level, the Deputy Commissioner and Assistant Director, Basic Democracies should organise the seminars,

- (iii) At the Divisional level, the Commissioner and the Director Basic Democracies, should be responsible for organising the convention
 - (iv) At the Provincial level the Secretary Basic Democracies, should organise the conference
 - (v) At the Centre the Basic Democracies Wing of the Central Ministry should organise the seminars
- 4 Who should participate in the seminars?
- (i) Tehsil level All chairmen and members of the local councils in the tehsil and staff of Nation Building Departments at the tehsil and lower levels should attend
 - (ii) District level All chairmen of local councils and district officers of Nation Building Departments should attend
 - (iii) Provincial level All the Directors and Assistant Directors of Basic Democracies, regional and Provincial heads of all departments and selected chairmen of local councils should participate
 - (iv) Central Seminars All the Directors of Basic Democracies selected Assistant Directors of Basic Democracies Provincial heads of Nation Building Departments and selected chairmen and members of local councils should attend
- 5 Who should deliver the speeches?
- (i) At the tehsil level district officers should deliver speeches
 - (ii) At district level the divisional level officers should deliver speeches
 - (iii) At divisional level regional officers should deliver speeches
 - (iv) At provincial level heads of Nation Building Departments should deliver speeches
 - (v) At the central seminars various high ranking officers should address

II Works Programme

The following suggestions were made to carry out the Works Programme in West Pakistan —

- 1 Levels at which the programme may be carried out:
 - (i) Union Council/Union Committee
 - (ii) Town Committee
 - (iii) Municipal Committee
 - (iv) District Council



*Topic IV—Progress Reporting The Main Session in progress
Brig Gulzar Ahmad is in chair*



A group discussion in progress

Another view of a discussion group



2 Kinds of projects that could be assigned to various councils :

- (i) Union Council : Roads and communications, boats and ferries, sanitation disposal, drainage tanks, storage of drinking water, ponds and irrigation, adult education, *musafar khana* tree plantation, provisions for building of primary schools, village dispensaries and maternity homes fish ponds and filling of ponds;
- (ii) District Councils : Health, education, animal husbandry, agriculture, co-operatives district roads, fisheries, flood control provision of water for drinking and irrigation

3 Fixing of priorities

It was suggested that priorities should be fixed according to the local needs. In general the following order of criteria could be followed —

- (i) Communications, roads, ferries, etc;
- (ii) Storage of water.
- (iii) Buildings for schools, dispensaries and maternity homes,
- (iv) Sanitation

4 Whether projects be labour intensive or otherwise ?

- (i) It was suggested that the projects should be labour intensive;
- (ii) The period be fixed according to the weather conditions of the local areas

5 Association of Nation Building Departments

It was suggested that the Works Programme should be linked up and co-ordinated with programmes of other Nation Building Departments

6 Pilot experimental projects

The group considered that pilot projects on experimental basis should be started in such areas where experiments have not been carried out already by Basic Democracies or Nation Building Departments. It was also suggested that if a scheme is selected for experimental testing, its implementation should be made throughout West Pakistan in order to assess its feasibility on a wider basis

TOPIC I POLICY AND PLANNING REGULATING SEMINARS & THE WORKS PROGRAMME

SUGGESTIONS OF GROUP C

Chairman Mr F K Bandal P CS
Deputy Commissioner, Kohat

Rapporteur Mr Fattahuddin
Assistant Director,
Basic Democracies Dera Ismail Khano

I Seminars:

1 This discussion group suggested that seminars should normally be held at District and Divisional levels, once every year. In such areas, however where tehsils were located far away from the district headquarters seminars may be held at Tehsil level also. Otherwise both at the Tehsil and Union council levels, work shops were considered to be more useful.

The idea of holding frequent seminars at the Provincial level was not favoured. The consensus of opinion was that for discussion of problems at the provincial level a single seminar would suffice for the duration of one entire term of Basic Democracies viz., 5 years.

2 The group recommended that all seminars should include the following topics for discussion —

- (a) Role of Councillors in administration
- (b) Local taxation and resultant public reaction in particular areas
- (c) Basic Democracies as an instrument for educating the public in social and political responsibilities
- (d) Any subjects of local interest that may require discussion

3 In case of district level seminars, chairmen of Union Councils in the district may participate apart from members, departmental representatives and non-official members of District Councils. At divisional level chairmen of Union Councils and departmental representatives may be invited while at provincial level selected chairmen and officers may be included.

4 It was recommended that all the participants should be actively involved in the seminars and maximum opportunity should be given to co-operation.

II. Works Programme

1. The group recommended that more emphasis should be placed on productive schemes and it should be seen that whatever schemes are executed, the people are held responsible for maintenance and follow-up actions

2. In the opinion of the group, all levels of Basic Democracies, with the exception of union committees and cantonment boards, should be given powers to sanction projects at the following rates —

Union Council	upto Rs	10,000
Tehsil Council	upto Rs	25,000
District Council	upto Rs	50,000
Divisional Council	upto Rs	1,00,000
Municipal Committees (Class I)	upto Rs	50,000
Municipal Committee (Class II)	upto Rs	25,000
Town Committees	upto Rs	15 000

The group also considered that the works programme should be labour intensive. It should encourage local participation so that the people should have some stake in the works and local leadership is promoted

RECOMMENDATIONS OF THE MAIN SESSION

TOPIC I POLICY AND PLANNING REGULATING SEMINARS & THE WORKS PROGRAMME

Chairman Mr A.M.S. Ahmad, P.S.P.,
Secretary Basic Democracies and Local
Government Department
Government of East Pakistan

Rapporteur Mr Noor Mohd Sial
Assistant Director
Basic Democracies Khairpur

1 Seminars

The house was of the opinion that only workshops should be organised at the Union level. A large section of the participants expressed the fear that conferences at grass root level might eventually be misused for political advantage thereby deflecting the Union Councils from constructive and developmental activity and causing irreparable injury to these useful institutions.

2. After a great deal of discussions the house decided to recommend that seminars be held at tehsil level once a year. The house also recommended that seminars be held at district and divisional levels once a year. Seminars at Provincial levels were considered to be appropriate once in two years.

3. The house was of the view that staff seminars at the national level should be held once a year alternately in the two wings of the country.

4. In making these recommendations the meeting struck a note of warning that unless recommendations of the seminars were promptly and effectively considered a great deal of frustration was bound to be generated. Therefore the house emphasized the point that as far as possible the decisions of the seminars should receive earnest consideration by all the authorities concerned.

5. The house resolved that involvement and participation of officials of Nation Building Departments will prove beneficial but wherever possible delegates from amongst the people should also be invited to attend. Speakers at the seminars should be carefully chosen so as to present well considered views on the subjects under discussion. Choice may be made from among officials as well as non-officials.

6. The house unanimously favoured the proposal that the seminar should be organized by the Government concerned e.g. at district and divisional level.

7 As for topics of discussion and scope and extent of participation, the consensus of the House was that participation should be limited to such members of the local councils who were concerned with the subjects of discussion, while the subjects and topics should be left to the option of the local councils involved.

II. Works Programme:

The objective of the Works Programme should be the formulation and execution of productive schemes by the people. In formulating such schemes, care should be taken to ensure that works done under this programme are maintained by the councils concerned. The aim should be to foster local initiative and active participation of the people.

2 All local councils, except the Divisional Council, should be the executive agencies. This, however, includes Municipal and Town Committees as well.

Note —The House was of the opinion that Cantonment Boards be excluded from the scope of this decision as they do not constitute one of the tiers of Basic Democracies.

3 Selection of implementation agencies should depend on the nature of a project and its area importance, projects of Union Council importance should be the concern of Union Councils, those of tehsil importance that of Tehsil Councils, while projects of district importance should be executed by District Councils.

4 Allocation of priorities to projects chosen for execution by a council should, in the opinion of the meeting, be left to the local council concerned for fixing it according to local conditions and needs.

5 It was the considered view of the meeting that projects under works Programme should be labour intensive.

6 After discussion, the House was of the view that the Works Programme should be launched all over the province simultaneously. It was not considered practical to lay down any period of time during which the programme should be implemented. The local councils concerned should be free to decide on the time factor according to nature of schemes and available means of implementation.

7 The House was of the view that Nation Building Departments should be associated at the planning stage of schemes under the Works Programme, but in so far as the execution was concerned, it should be left entirely to the local councils themselves.

8 It was also felt necessary that the Academy at Peshawar and the two Basic Democracy Training Institutes in West Pakistan should be given one tehsil each for conducting research in rural development and formulation of a pattern for Works Programme in West Pakistan. For such research special allocations out of the Works Programme funds should be made in favour of these institutions.

9 As regards the sanctioning capacity of the various local councils, the consensus of the House was as under —

(a) Union Council may sanction projects upto	Rs. 10 000
(b) Tehsil Council " " "	Rs 25 000
(c) District Council " " "	Rs. 50 000
(d) Divisional Council	Rs 1 00 000

SUMMARY OF GROUP DISCUSSIONS

TOPIC II : ORGANISATION, FINANCES AND TRAINING REGARDING SEMINARS & WORKS PROGRAMME

SUGGESTIONS OF GROUP A

Chairman **Mr. Mustafa M. Sayed,**
B D Training Institute, Lalamusa

Rapporteur **Mr. Mohammad Arshad,**
Assistant Director, Basic Democracies, Mianwali

I. Seminars

(i) Period for adequate planning:

The group was of the view that only workshops be held at Union Council level. They laid down the following periods for adequate planning of workshops/seminars at various levels —

(1) Union Council level workshop	One month,
(2) Tehsil Council level seminar	One month,
(3) District Council level seminar	One month,
(4) Divisional Council level seminar	Two months,
(5) Provincial level seminar	Three months

(ii) Formation of Committees of Councillors/MNAs/MPAs:

At union level, committees should be constituted from amongst the councillors and others interested in the workshops

Number of Committees would vary in type and magnitude according to the load of work involved

(iii) Role of the Basic Democracy Officials:

Secretary, Union Council, should prepare topics and working papers under the guidance of and in consultation with the chairman and councillors. He should also co-ordinate the work of various committees. The supervisor and other Basic Democracy officials will guide and render technical assistance to the Secretary in planning and organisation.

Similarly Supervisors/Development Officers/Assistant Directors/Directors Basic Democracies, may provide guidance technical assistance and co-ordination at respective levels.

(iv) Publicity and public relations

Representatives of the Public Relations Department may be co-opted, at all levels on the committee for publicity and public relations, whenever possible.

(v) Melas and Fairs

In the opinion of the group members, melas and fairs should not be mixed up with seminars. Only informative material or illustrations of techniques relating to the seminar topics may be exhibited by Nation Building Departments.

(vi) Sources for financing seminars

The group suggested that Union Councils may make allocations in their budgets for holding workshops or meet the expenditure through contributions. The expenses should however be very low comparatively.

Tehsil Councils and District Councils may be subsidized by grants from Divisional Councils while the Provincial Government may make allocations in regard to the Divisional Councils as also for seminars to be held at their own level. It was however felt that seminars may not be arranged below Agency level in the Tribal Areas until lower tiers have been properly organised there.

(vii) Trainings

The consensus of the group was that Basic Democracy officers at district and divisional levels may be trained in seminar techniques at Peshawar Academy. For Basic Democracy officials at Tehsil or Union levels, master trainer courses may be arranged at the Basic Democracy Training Institutes. The master trainers can subsequently arrange similar courses within their districts or Tehsils.

It was considered that the councillors need not be trained.

(viii) Curricula for training

The group recommended that Academies and Institutes should develop the curricula for training of the representative leaders as suggested.

II. Works Programme:

(i) Organisation:

The group discussed as to what organisation should be formed to undertake the Works Programme in West Pakistan and arrived at the following broad conclusions —

- (1) The existing Basic Democracy Councils, including the Union Councils, may undertake the Works Programme,
- (2) Project Committees may be formed, but responsibility of holding finances may be given to the councillors,
- (3) The role of Basic Democracy officials in regard to item (1) and (2) above should be as of helpers, co-ordinators and supervisors. They should be associated both at the planning and execution stages

(ii) Extent of participation of Basic Democrats:

The group suggested that maximum participation should be allowed both in regard to choice of projects and their implementation or supervision. The councils undertaking the projects may, however, have full powers for deciding priorities.

(iii) Engineering requirements:

These should be arranged by the District Council according to the nature and size of a project. Peace Corps engineers may be provided at District Council level, but they should be properly qualified. Engineering staff of other Departments may be associated as far as possible.

(iv) Finances:

Members of the group opined that the Works Programme should be financed out of Government funds, but public contribution may also be enlisted according to local conditions. They, however, emphasized that the schemes must have a productive bias.

Regarding accounting procedures, etc., the group considered that project committees should handle payments but Basic Democracy officials should supervise. All accounts be maintained according to existing account rules.

(v) Training:

The group members considered that proper training should be a prerequisite of the Works Programme. All concerned, including officials, councillors and local leaders should be trained.

Training should be arranged at the Academy and the Basic Democracy Training Institutes, as the case may be. The Academy and the Institutes vide item vii (1) under Topic-I, Seminars, should prepare training courses as also Manuals for the Works Programme. It would be worthwhile if some officers from West Pakistan are also sent to the Comilla Academy to observe the progress of Works Programme already being implemented in East Pakistan.

OPIC II ORGANISATION, FINANCES AND TRAINING REGARDING SEMINARS AND WORKS PROGRAMME

SUGGESTIONS OF GROUP B

Chairman Mr Hasan Ali
Planning and Evaluation Officer
B D and L.G D partment Lahore

Rapporteur Mr M.A Shalkh,
D puty Director V AID Azad Kashmir

I Seminars

The group recommended that planning of seminars at the level of one council may be done by the next higher council viz. the planning of seminars to be held at Union Council level should be done by the Tehsil Council concerned and for the Tehsil Council by the respective District Council etc Only programmes for work shops at Union Council level may be chalked out by Chairmen of Tehsil Councils.

(i) Period for adequate planning

The period considered as adequate for planning at various levels was laid down as under

- (1) One month for Union Councils
- (2) One month for Tehsil Councils
- (3) Two to three months for District Councils
- (4) Three months for Divisional Councils

(ii) Formation of Committees of Councillors/MNAs/MPAs

For Tehsil Councils MNAs/MPAs from the area may be included in the committees along with the chairmen of the Town Committees and selected chairman of Union Councils. Assistant Director Basic Democracies and the Chairman of Tehsil Councils should organise seminars both at the District Council as well as Tehsil Council levels. For Divisional seminars, the Commissioner concerned should be the final authority. He may form any committee at his discretion. Inclusion of MNAs and MPAs in the Committees may also be left to his option.

(iii) Role of Basic Democracy officials

Basic Democracy officials should act only as advisors, planners and organisers for seminars at their respective levels.

(iv) Publicity and Public Relations

The group recommended that a mass media for publicity and public relations may be suggested to be formed at the District level.

(v) Melas and Fairs:

The consensus of opinion among members of this group was that the question of holding melas, exhibitions and other shows may be left to the discretion of the committees. Such shows, however, should be held either in the beginning or at the end of seminars.

(vi) Sources of financing seminars:

In the opinion of the members all sources of finances should be pooled. However, recurring Government grants be given for holding seminars, which may vary from place to place.

(vii) Training :

The techniques of holding seminars be included in the curricula of the Academy and the Institutes as part of normal training courses for all categories of trainees.

Formation of training teams was not deemed feasible as proper response may not be forthcoming from the people. The members pointed out that district training programmes have already been planned in all districts of the Province and they may be expanded to include this aspect also.

(viii) Curricula for training:

The group considered that the existing techniques and training curricula of the Academy and the Institutes are sufficient.

II. Works Programme.

(i) Organisation:

As to organisations required for implementation of the Works Programme the group was of the opinion that Union Council chairmen be given over-all responsibility of supervising projects to be carried out in the Union, while Project Committees should be responsible for individual works and also for associating other members of the public. Basic Democracy officials should have only advisory and supporting role to play in the planning and execution of schemes.

(ii) Extent of participation of Basic Democrats:

The members were in favour of leaving it to the Union Councils to determine as to what extent the Basic Democrats/people may be associated.

(iii) Engineering requirements

As for engineering services, the members agreed that these may be borrowed as and when required. Peace Corps engineers may be tried for assistance only when needed. Also assistance of other Nation Building Departments may be requisitioned if and when necessary.

(iv) Finances

The group recommended that the Works Programme may be financed by Government but voluntary contributions in cash or kind may also be collected.

As for accounting procedure etc., the project committee should handle all cash make payments, maintain roster and pay wages. The Secretary Union Council should keep a record of all accounts. As safeguard against misuse of funds the members suggested that payment of wages should be signed by all members of the project committee concerned and disbursements made in public while chairman of the Union Council should supervise accounts maintained by the Secretary.

(v) Training

Training and orientation was recommended before starting the programme. Officials, Basic Democracy Councillors as well as local leaders should be trained.

It was suggested that the training may be arranged at the Academy and the Basic Democracy Institutes. Training by a peripatetic team was not favoured. The duration of training should be adjusted according to needs but the minimum period was recommended as one week.

The training courses should be prepared by the Academy in consultation with the Provincial Department. The group was also not opposed to the preparation of manuals etc. by the Academy or the Institutes provided they undertake prior experimental studies in the works programme by having some pilot project areas.

TOPIC II : ORGANISATION, FINANCES AND TRAINING REGARDING SEMINARS AND WORKS PROGRAMME

SUGGESTIONS OF GROUP C

Chairman Mr. Arshad Malik,
Political Agent, Loralai

Rapporteur Mr. S. K. Leghari,
Development Officer, Shahdadpur

I Seminars:

(i) Period for adequate planning:

In the opinion of the group adequate planning of seminars/workshops and conferences of Tehsil and District levels should require a period of one month while at the Divisional, Provincial and Central levels, three months of planning would be adequate

(ii) Formation of Committees of Councillors/MNAs/MPAs:

It was agreed that committees should be formed but the selection of members and composition of these committees should be the concern of the respective councils themselves

(iii) Role and function of B. D. officials at respective administrative levels:

This group was of the opinion that the function of the Basic Democracy officials should be to prepare guide-lines and to supervise the respective chairmen.

(iv) Arrangements for publicity and public relations:

It was agreed that all the available media of publicity may be utilized.

(v) Exhibitions, melas, sport competitions, etc:

It was thought that in order to attract large numbers of people, melas, sport competitions, wrestling matches, cattle shows, etc could be held to good advantage

(vi) Sources of finance:

The group recommended that seminars should be financed from the funds of the Basic Democracy Councils concerned and grants-in-aid given by higher tiers of Basic Democracies Voluntary donations and income from melas, sports, etc, held as adjuncts to the seminar etc, would also be helpful In case the exhibition, etc, is organised by institutions other than the local council, financial assistance for them can also be easily provided from donations It was, however, realised that Divisional Councils have no funds for seminars

(vii) Trainlag

The group recommended that the Academies and Basic Democracy Institutes need not be burdened with training in seminar techniques. Instead it was suggested that paripatetic teams may be formed to train Basic Democracy Councillors, officials of the Basic Democracies Department and officers of the Nation Building Departments who work in touch with Basic Democracies

(viii) Curricula for training

In the opinion of the group the matter required careful planning and study. It was therefore recommended that the Provincial Training Wing may be entrusted with the responsibility of formulating adequate curricula for the purpose

II Works Programme

(i) Organisation to undertake the Works Programme

The group did not consider it necessary to have an extra or exclusive organisation besides the Basic Democracy Councils who in their opinion, were adequately capable of handling the Works Programme. The members did not also see any need to form fresh project committees for individual projects. They were of the view that the project committees at present existing in each local council could adequately look after the projects under the Works Programme. Members of public may be associated with these committees solely at the discretion of the local councils and not through any mandate from Government

The group was of the opinion that Basic Democracy officials should guide and supervise the Works Programme in the same way as they are doing in regard to development schemes of Basic Democracies. No additional or special role need be assigned to them in respect of the Works Programme as such

(ii) Extent of participation of Basic Democrats/people

The consensus of the group was that people's view would be adequately represented by their chosen representatives in various councils and as such further association of people need not be considered. The group presumed that the councillors will invariably consult their constituents before presenting the schemes in the council. The chances of their acting contrary to the wishes of their constituents were but rare for then they would run the risk of being not returned in next election

As regards the extent of participation of Basic Democrats in various projects fixing priorities, implementation and supervision of projects the members of the opinion that since the Works Programme would be the responsibility of the local councils concerned the question of determining the extent of participation does not arise

(iii) Engineering requirements'

The group suggested that the district councils may employ a District Engineer and few overseers whose services may be lent to lower tiers of B Ds according to their needs. It was also thought that Peace Corps engineers would be of great assistance in view of the fact that it should be difficult to obtain the services of qualified engineers for local councils. The Peace Corps engineers should be posted at District headquarters and their services may be utilized by the local councils as and when required. As for other engineering requirements, these may be determined by the local councils concerned in accordance with their needs.

(iv) Finances

The group was of the opinion that voluntary contribution to the extent of 25 to 50 per cent in cash, kind and labour should be made a necessary prerequisite before undertaking any project under the Works Programme.

The local councils may follow in regard to the Works Programme as well, the procedure for handling cash, making payments, etc., as at present applicable under rules for Basic Democracies development schemes. It was considered that the existing rules also provided sufficient safeguards against misuse of funds.

(v) Training:

The group resolved to submit the following suggestions in regard to training with reference to the Works Programme —

1. Adequate training would be necessary before Works Programme is started,
2. Both officials concerned and the Basic Democrats should receive training,
3. Secretaries of Tehsil Councils may be trained at Basic Democracy Institutes to work as trainers for the Councillors and Basic Democracy officials at lower tiers,
4. The duration of the course should be from one to two weeks,
5. The task of preparing training courses should be assigned to Provincial departments in consultation with Basic Democracy institutes, and
6. A Manual for the Works Programme be prepared by the training wing of the Provincial Government.

RECOMMENDATIONS OF THE MAIN SESSION

TOPIC II ORGANISATION, FINANCES AND TRAINING REGARDING SEMINARS AND WORKS PROGRAMME

Chairman Raja Mohammad Afzal Khan P.C.S.
Director Pakistan Academy for
Rural Development Peshawar

Rapporteur Mr. Ihsanul Haq Minhas, P.C.S.
Assistant Director (BD) Lahore.

I Seminars

After carefully considering the group report the House decided to make the following recommendations —

Organisational procedures

(i) Period for adequate planning

The consensus of opinion was that the period required for adequate planning of seminars at various levels should be

- (a) One month for Union Councils
- (b) One month for Tehsil Councils
- (c) Two/three months for District Councils and
- (d) Three months for Divisional Councils.

(ii) Formation of Committees of Councillors/MNAs/MPAs

The question as to what should be the extent of participation of Basic Democrats and others in organising and conducting seminars was discussed. The House was of the view that the matter would best be left for the local councils to decide according to their circumstances.

(iii) Role and function of Basic Democracy officials

In considering the role that the Basic Democracy officials should be expected to play in relation to B.D. Councils at their administrative levels, the House presented that the primary objective of Basic Democracy was to pass on all the decision-making powers both at the planning as well as implementation level of funds to the Union Councils. In this way that level Basic Democracy officials should

enablers', working from behind the scene. In this connection the House also noted the observations made by the President at the inaugural session of the Seminar purporting to the effect that within the foreseeable future, the Basic Democracies would become fully responsible for local administration, including collection of revenues, control and supervision of education, police assistance, dispensation of justice as also social and economic development. With this end in view, the House arrived at the conclusion that there should be complete co-ordination and co-operation between the various tiers of B D. officials, so that an example is set for the councillors to emulate. It was suggested that all planning should be done by the various tiers of the B D staff working in complete harmony from level to level and in such a way that the councillors, as well as the communities, are in due course trained in techniques of development planning

(iv) Arrangements for publicity and public relations

The House observed that seminars and workshops were not going to be held frequently. As such, all the publicity resources as are locally available should be fully utilized in order to ensure widest possible circulation and appraisal.

(v) The inclusion of exhibitions, melas and shows in seminar programmes

The House felt that if melas, wrestling matches, etc., are held before or after the seminars/workshops, etc., the importance of these activities may eventually be relegated to a secondary position. It was, however, recommended that exhibitions, directly connected with the subjects of discussion, may be encouraged. This should be organised by the departments concerned as audio-visual adjuncts of Seminars and workshops

Sources of finance

The House cited the following possible sources for meeting expenditure on Seminars etc

- (a) Funds of the B D Councils holding the seminar;
- (b) Grants-in-aid from higher tiers of B D;
- (c) Donations; and
- (d) Proceeds of exhibitions, melas and shows

The House was of the view that all available finances should be pooled. The Conference also noted the assurances given both by the Central and Provincial Governments, that some money would be made available for holding seminars,

workshops etc. But the members felt that the allocations for various tiers should be specified at the very beginning of a financial year in the interest of better planning and to obviate the possibility of lavish expenditure on entertainment etc., resulting from the tendency to use up the money made available late in the financial year

Trainings

(i) Nature of training

It was felt that the seminar practice was speedily growing into a highly specialized function and therefore requisite training in its techniques was absolutely essential. The consensus of opinion, however, was that no special courses need be organised all what is required being to include these techniques as part of normal curricula being followed at the Academies and Institutes for the Training of officials of Basic Democracies and other departments. The House noted that even at present the Academies and Institutes are employing these techniques and if any district needed further assistance in this regard they are prepared to send their officers and instructors to the districts concerned and train the officials there. No regular peripatetic teams were therefore considered to be required.

(ii) Curricula for training

The general view was that it should be left to the Academies and Institutes to devise any additional curricula if needed for such training.

II Works Programme

Organisation required for undertaking the Works Programme

(i) The House was of the view that the Works Programme can be entrusted to the existing Basic Democracy Councils specially the Union Councils.

(ii) The House felt that the spirit of the Works Programme stipulated maximum participation of the people in the planning and execution of the projects, and that it could be achieved only if we involved as many people as possible. The experiment being conducted in East Pakistan is also based on this principle. It was therefore recommended that local councils should set up as many project committees as are necessary depending on the geographical conditions, demands of the situation and the number of projects. Further each member of the Union Council should be made responsible for projects of the area from which he hails. In the opinion of the House these practices should ensure a direct and intimate relationship between the people and the projects.

(iii) It was felt that the role of Basic Democracy Committees should be that of helpers, supervisors, and coordinators. They should be given adequate training both at the planning and execution stages.

(iv) Extent of participation of BDs/people:

The House recommended that maximum participation of the councillors as well as the people should be ensured at all stages of the Works Programme, i.e., in.—

- (1) choosing their projects;
- (2) fixing priorities,
- (3) implementing and supervising projects, contractors, labour, etc.
- (v) engineering requirements

The House was of the opinion that subject to funds being available, special engineering staff should be engaged at the district level, which should be made available wherever needed. It was also recommended that if the District Council projects are related to specific areas, the Union Councils concerned should be made agents of the District Council for the execution of these projects.

The House was of the view that Peace Corps engineers could be of invaluable assistance, they should be engaged at the district level and utilized wherever needed. One or two engineers should suffice for each district.

Regarding determination of any further engineering requirements, the House considered that the local councils concerned should decide them according to their needs. The Nation Building Departments could also be asked to assist.

Finances

(i) It was recommended that we should not insist on voluntary contribution in cash, or even in kind, except to the extent that the people should be involved and made responsible in the execution of every project. The schemes financed from Government grants-in-aid should have a productive bias, and when such a project is started in a particular area, the people should be made aware of the fact that the project was going to improve their economic condition, and that in future they would have to contribute to similar projects and go on adding to them. In other words, the Government grants-in-aid should be used as initial investment capital. The House was of the considered view that we should not ask for sham participation, where people have to tell lies. A section expressed the view that labour, even when contributed by people, should be paid for. If we paid the labour on the spot periodically and kept the accounts properly, much greater progress could be made in making the people development minded.

(ii) The general opinion was that handling of cash, making of payments, etc., should be done in accordance with the existing rules, which also provided sufficient safeguards against the misuse of funds. Accounts should be maintained in accordance with the existing accounts rules applicable to the various local councils.

Training

(i) The House was of the definite view that some sort of orientation was essential before the works programme was initiated

(ii) The consensus of opinion was that apart from officials and Basic Democracy Councillors, local leaders should also be trained. Particularly members of project committees should be given adequate training because they were to be involved vitally

(iii) In the opinion of the House it is primarily the responsibility of the Academies and Institutes to train the officials in the techniques of keeping accounts and of being accountable to the people. This staff could then impart similar training to other people. Academies and Institutes could also send out training teams where necessary. As regards training courses it was recommended that these should be prepared by the Provincial Department in consultation with the Academies and Institutes. The manuals etc. should be prepared by the Training Wing of the Provincial Department

SUMMARY OF GROUP DISCUSSIONS

TOPIC III. (a) EVALUATION AND FOLLOW UP OF SEMINARS AND WORKS PROGRAMME

(b) COMPETITIONS AND AWARDS

SUGGESTIONS OF GROUP A

Chairman · Mr. Sajjadul Hasan, C S P
Bahawalpur

Rapporteur Mr. Saiful Maluk,
Development Officer, Malakand

I Seminars

(i) The group recommended that there should be a sub-committee for each Seminar which should assess and evaluate the Seminar according to the guide-lines to be prepared by the Academy

(ii) It was suggested that the recommendations of a Seminar should be analysed and categorized by the body holding the Seminar and sent to the individual departments

Recommendations of Seminars upto District level should be sent to the District Council Office and Assistant Director, Basic Democracies or Secretary District Council should do the necessary following up. Recommendations of the Divisional Seminars/Conventions should be followed up by the Secretary, Divisional Council

Recommendations of Seminars at lower levels which can be implemented by the officers at Divisional level should be implemented under the general control of Deputy Commissioners, while resolutions which can be implemented only by the Government should be sent to the Government who should supply interim replies from time to time

(iii) The evaluation sub-committee should decide the subject matter for the next Seminar

A Publicity Committee of the appropriate council should be formed to arrange publication and disseminating of proceedings

II Works Programme

After thorough discussions, the group concluded that evaluation of the Works Programme should take place once every financial year

The chairmen, District and Divisional Councils should appoint inspection teams at District and Divisional levels. These teams would verify the progress of the schemes on the spot. The teams should include local officials as well as members

of the public. The Provincial and Central Government may also depute persons to inspect the works from time to time. The teams should comprise of 3 members, of whom 2 should be councillors. One member from that area may also be co-opted.

The collection and tabulation of progress data and preparation of periodic reports should be undertaken by the Planning and Evaluation Unit of the Provincial Government. As for Azad Kashmir, Gilgit and Baltistan areas the evaluation should continue to be done by the Central Government.

Finally the group suggested that officials of Basic Democracies from West Pakistan may be sent to East Pakistan to study their works.

III Competition and Awards

(i) The group unanimously favoured the idea of introducing performance awards for Basic Democracy Councils. The consensus was that competition should be held at all levels. In addition to Local Councils, Union Committees and Town Committees may form a separate group for competition within the group itself.

(ii) The amounts* suggested by East Pakistan Government for cash awards were considered as appropriate. The group recommended that one prize should be given to a union council at each level and the Central Government should finance the scheme. There was also a suggestion for awarding shields from the Central Government. It was also approved that performance medals may be instituted for award to councillors.

(iii) For selection of the best Union Council the group suggested formation of sub-committees with the approval of Chairman of the District Council both at Tehsil and District levels. This sub-committee should go around in their respective areas and select an appropriate number of Councils by the process of elimination respectively for award of Tehsil or District prize. Similarly selected Union Councils competing for a Divisional prize will be inspected by a Divisional Team. Provincial and Central Governments could also send similar inspection teams for provincial and central competitions. The decisions of these teams should be final.

(iv) Marks may be allotted to the subjects enumerated in the working paper with the modification that the realisation of Taxes should form a separate subject.

(v) The group was also agreeable to the procedure and criteria suggested by West Pakistan Government for the award of performance medals to councillors vide item 8 of the working paper vide Appendix III C.

(vi) Members of the group suggested that the period of assessment work for awarding medals and prizes should be one financial year.

* See Working paper No. 3 Appendix III C

TOPIC III (a) EVALUATION AND FOLLOW UP OF SEMINARS AND WORKS PROGRAMME

(b) COMPETITIONS AND AWARDS

SUGGESTIONS OF GROUP B

Chairman · Mr. Lutfur Rahman C S P
Deputy Director, B D Chittagong.

Rapporteur Mr Zafar Amer,
Development Officer,
Sheikhupura.

I Seminars

(i) In accordance with the recommendations of this group, evaluation of seminars held at the different levels should be carried out by an expert body other than that organising the seminar. There should be a standard proforma for such evaluation. In evaluating the results of a seminar, the following points may be ascertained .—

(1) Opinion of the participants as to what extent they have been benefitted by the seminar

(2) Interest shown by the participants in the deliberations

(ii) The group came to the conclusion that the responsibility of follow-up action should rest on chairman of the council concerned and Basic Democracy officials working at that level. They should take up the various recommendations with the respective departments immediately after the seminar. It was, however, suggested that such recommendations of a Tehsil level seminar as concerned the Government should be routed through district and divisional level seminars

(iii) The group further suggested that a Provincial Implementation Cell may be formed. This cell would examine the recommendations of different seminars and prepare an annual report showing elaborately as to what extent these recommendations have been implemented by Government. In case any recommendations have been overridden, the reasons for doing so should also be stated in this report. The report should be circulated among the chairmen of different local councils and Basic Democracy officers

(iv) On the question of fixing up the subject-matter for discussion in a seminar the group suggested the following criteria —

(1) The opinions of the councillors of the council which is holding the seminar should be ascertained

- (2) It should also be seen whether the previous seminar had recommended any particular topic to be taken up for discussion
- (3) The proceedings of other councils may be consulted with a view to ascertain whether any particular problem needs consideration,
- (4) Immediate problems requiring attention in connection with the execution of schemes may be given high priority
- (5) A sub-committee may be appointed for laying down the subjects of discussion

(v) Finally the group recommended that proceedings of seminars should be printed and circulated among members as also the various councils and agencies organizing different seminars. It was felt that such procedure would promote the interchange of ideas among the B D officials and councillors of different areas and regions.

II Works Programme

(i) It was recommended that the evaluation of the works programme should be done at two stages—firstly when the schemes are in the process of implementation and secondly after completion of the projects. At the first stage it should be determined as to whether execution of the scheme is being carried out in accordance with the objectives of the works programme. On second inspection the objective should be to ascertain that the final results obtained are reasonably commensurate with the expenditure incurred.

(ii) With regard to the composition of the inspection teams the group has put forth the following suggestions —

- (1) For Union Council schemes, a team to be composed of the D O, one officer of the Nation Building Department at Tehsil level and one Union Council chairman?
- (2) For Tehsil Council/Town Committee schemes a team comprising of Assistant Director Basic Democracies as head, one officer of Nation Building Department at the District level and one non-official member of the District Council as members.
- (3) For District Council/Municipal Committee schemes, a team to be composed of the Director Basic Democracies, one officer of Nation Building Department at the Divisional level and one non-official member of the Divisional Council.

- (4) The non-official member should be so selected that he may not be required to evaluate the schemes of his own Union, Tehsil or District,
- (5) It was suggested that the inspection Team may examine the schemes of a council as a whole. Later on, 10 to 20 per cent of the total number of schemes may be selected at random, for site verification. Each scheme which is being inspected at the site should be intensively examined. If possible, the members may divide the schemes amongst themselves for verification.

(iii) An Evaluation Cell may be set up in the Basic Democracies and Local Government Departments of the Provincial Government. This Cell may prepare a detailed report indicating all *pros* and *cons*.

III Competitions and Awards

The members showed lively interest in the idea of awarding prizes for good work done by the Basic Democracies and individual councillors. They put forth the following suggestions —

- (1) Competitions should be encouraged among the Union Councils at the Tehsil and District levels. Similar competitions may be encouraged among the District Councils, Municipal Committees and Town Committees at the Divisional level,
- (2) Medals and shields may be awarded to the best councils instead of cash prizes. Though some members favoured cash prizes on the grounds that a cash award can be invested into more developmental projects, the group finally decided in favour of the former,
- (3) The system of awarding marks as outlined in the working paper vide Appendix III-C may be adopted for deciding on the performance of Union Councils. At first, Divisional Officer or Sub-divisional Officer may select the best Union Council on the basis of marks awarded. Then the best Union Council in the district may be selected by the Deputy Commissioner with the help of the Assistant Director, Basic Democracies, in the same manner. The best District Council may be selected by the Commissioner with the help of the Director, Basic Democracies,
- (5) The criteria laid down in the working paper for award of performance medal to individual councillors may be adopted. One performance medal may be awarded to the best councillor on Tehsil level, while a similar district level award may be decided at the Divisional level.

TOPIC III (a) EVALUATION AND FOLLOW UP SEMINARS AND WORKS PROGRAMME

(b) COMPETITIONS AND AWARDS

SUGGESTIONS OF GROUP C

Chairman Mr Mustafa M Syed,
Principal B D Training Institute
Lalamusa.

Rapporteur Mr Dildar Ali Ismaili
Development Officer (B D)
Karachi

I Seminars

(i) In the opinion of this group seminars should be evaluated in different ways, i.e. —

1. Observational evaluation by the organising agency of the Local Council
2. Reactional evaluation through a standard proforma to be responded by the participants and
3. Evaluation through an evaluating team constituted by the next higher tier

The group recommended "random sampling" for evaluation at Union Council level because of the large number of councils that may be involved

(ii) The opinion was that follow up action on resolutions and recommendations of Workshops and Seminars should be the responsibility of the Council concerned but if necessary the next higher tier may be asked to assist

(iii) The group did not consider it necessary for Union Council to print or publish proceedings of their workshops. In case of Tehsil Councils, however the proceedings may be cyclostyled for distribution to the participants, to the District Council and to other Tehsils in the district

In case of Divisional Councils, the proceedings be printed and sent to all the participants, the concerned officers District and Tehsil Councils in the division. It should also be published

(iv) Regarding the question of deciding the subject matter for the next seminar the members suggested that it may be deducted from the resolutions passed and recommendations made in the meetings of the local council concerned and also from the discussions and deliberations of the previous seminars, if any

II. Works Programme

(i) The group recommended that the works programme should be evaluated at the time of completion.

(ii) Project Committee should be responsible for ad-hoc observations. They should get assistance from officials of the Department concerned, whenever necessary. The Local Councils should fix the number and nominate members of the observation team.

(iii) The responsibility for tabulation of data, and preparation of reports with regard to the schemes undertaken, may be placed with the Planning and Evaluation Unit of the Central Government.

III Competitions and Awards.

(i) The group did not favour awarding cash prizes to individual councillors, though institution of performance medals does not appear to have been opposed. They recommended that only Union Councils should compete for monetary prizes.

(ii) The 12 points outlined in the working papers for award of marks were approved subject to modifications as may be necessary according to requirements of Local Councils.

(iii) The procedure outlined by the group for selection of winners stipulated formation of 3-men teams at Tehsil and district levels. Each team should be composed of 2 non-official and one official member of the council concerned. The Tehsil level team may select three Union Councils winning top marks in the Tehsil and from out of such groups of Union Councils emerging from various Tehsils, the district level team may choose the three best for award of cash prizes worth Rs. 1,000, Rs. 750 and Rs. 500, respectively.

RECOMMENDATIONS OF THE MAIN SESSION

TOPIC III (a) EVALUATION AND FOLLOW UP OF SEMINARS AND WORKS PROGRAMME

(b) COMPETITIONS AND AWARDS

Chairman MR. S.M.H. Rizvi, C.S.P
Deputy Secretary Government of Pakistan,
Basic Democracies Wing

Rapporteur M. Ashraf Malik,
Assistant Training Officer
B.D. and L.G. Department
Lahore

I Seminars

EVALUATION

In the General Session presided over by Mr. S.M.H. Rizvi, C.S.P. Deputy Secretary (Basic Democracies) Government of Pakistan the scope of the day's discussion was first briefly commented upon by the Chairman.

The reports of the three groups were then read out by the respective chairmen and a general discussion ensued. A number of participants took part in the discussion. The general thinking of the house developed on the following lines—

- (i) It was suggested that members of the Seminars should themselves be expected to undertake a critical appraisal of results. For this purpose standard proformas be provided to them. A point was raised that some members of the Seminar may be illiterate and therefore an opportunity may also be given to them to express themselves in the closing session of the Seminar.
- (ii) Another point of view put forth by a Group was that resolutions of Seminars be standardized and categorized and that a Sub-Committee of the Seminar should evaluate the results.
- (iii) Some members, however, advocated that evaluation should be undertaken by an outside agency. Bodies such as a Sub-Committee of the next higher council, a team from a Basic Democracies Institute, as also the Central and Provincial Evaluation Units were mentioned for this purpose. It was also pointed out that evaluation may be possible by observation and ad hoc systematic evaluation methods, while another suggestion stipulated random sampling as the most practical device.

The general consensus of views was that evaluation be carried out through observation by the participants coupled with systematic evaluation by random sampling through an outside agency

FOLLOW-UP AND IMPLEMENTATION OF RESOLUTIONS AND RECOMMENDATIONS

In his preliminary remarks, the Chairman stressed the importance of the follow-up and implementation aspects. He also referred to the general question of expeditious implementation of resolutions and decisions of local councils. In the course of the discussion that followed, it was suggested that an implementation cell be formed at the Provincial level. Some participants thought that such implementing bodies should be formed in the next higher tier of Basic Democracy.

On the question of expeditious and effective implementation of resolutions and decisions of Local Councils — a matter of considerable bearing on the overall reorientation of the procedures to be followed by Basic Democracy Institutions—the House was reminded that a number of these resolutions were not practically capable of implementation. It was, therefore, suggested that ways and means be devised for eliminating them from useful resolutions and decisions.

The Chair, however, suggested that Local Councils, as visualized in the scheme of things, were fairly autonomous and self-governing institutions and there was no intention that restrictions or curbs be imposed on their decision making powers by allowing an outside agency to screen their resolutions in any manner. This, it was pointed out, might lead to political repercussions and the situation may best be avoided.

Another participant observed that the tendency towards non-implementation of resolutions arises from the following causes:

- (a) Accepted Laws—Procedures and Rules are not being uniformly observed by the various Departments concerned as a matter of tradition
- (b) The Laws—Rules and procedures are out-dated and need revision according to the changed conditions
- (c) Negligence on the part of individual officials

He, therefore, suggested that the problem of non-implementation be tackled on a normal basis,

Recommendations

The house resolved that categorisation of resolutions for implementation by the next higher tier may be done at the level of the Basic Democracies tier where the resolutions were moved. The Provincial Government concerned may establish a Cell to ensure expeditious and effective implementation of resolutions forwarded to them while a special Sub-Committee of a Seminar may keep a check on the progress of implementation.

DEDUCTION OF THE SUBJECT MATTER FOR THE NEXT SEMINARS

The suggestions of the groups were accepted without any discussion.

PRINTING AND CIRCULATION OF SEMINARS' PROCEEDINGS

It was felt that resolutions and activities of local councils, as also proceedings of Seminars should be given as wide publicity as possible. A number of Divisional and District Councils have already started consolidating and printing the proceedings and such publications are of great value. A suggestion was made that "Pak Jamhuriat" should give wide spread coverage to proceedings and activities of local councils. Speakers emphasized the necessity of making the best use of this paper.

It was suggested that Pak Jamhuriat should fully devote itself to highlighting the objectives and activities of local councils and seminars.

Recommendations

The House recognised the vital role of publicity and the necessity of wide-spread dissemination of news regarding activities and proceedings of Basic Democracies in general and Seminars in particular. It was therefore recommended that proceedings should be printed and given wide spread coverage. It was also resolved that the Weekly Jamhuriat should adopt more effective ways to publicize the activities of Basic Democracies in both the Wings of the country.

STAGES OF EVALUATING PROJECTS

After the preliminary remarks of the Chairman the reports of the discussion group were read out. The only point of divergence in the views i.e. whether evaluation should be undertaken only once after completion of the Works Programme or also during the implementation process, was discussed in detail. Only one Group had suggested that Evaluation of Works should be done both during implementation and on completion. The other two Groups were of the opinion that Evaluation should be undertaken only once, after the Works Programme is completed. However, the final views emerging as a result of general discussion were that Evaluation should be carried out during all the 3 stages of a project, viz —

- 1 Planning stage
- 2 Execution stage
- 3 Completion stage

A suggestion was also made by the Evaluation Officer, West Pakistan that before launching the Works Programme, a survey should be carried out in the Province in order to ascertain the development possibilities.

III Competition Amongst B D Councils and Institution of Performance Medals for Councillors

By general consensus of opinion, the system of inter-union/inter-District/inter-Divisional/inter-Provincial/and inter-Wing competition was favoured as a means to stimulate healthy competition among Union councils. It was suggested that this could best be done through an inspection team comprising of officials and councillors to evaluate the overall results of local councils on the basis of marks allotted on certain pre-determined subjects. Some members had also expressed the view that the local councils may be permitted to participate in such competitions at their option. It was, however, argued that optionalization may not stimulate competition on a country-wide basis and as such, the idea was not pursued by the House.

The Chairman explained that in addition to cash prizes, trophies and performance medals are also to be introduced as a regular feature. This, he stated, was to ensure that competition makes the desired impact on the dynamic working of the Basic Democracy Institutions. A proposal was made for award of prizes in kind, i.e., in the shape of bullocks, rams, etc. Though the consensus of opinion was not in favour of the idea, but the House did not place a bar on such awards, if so desired by a local council.

Various suggestions were put forth for financing the prizes and medals etc. A number of participants suggested that Central Government should finance the scheme but it was argued that Basic Democracy Institutions being intended to be self governing and dynamic in their nature it would not be in fitness of things to dissociate them entirely from this vital activity. It was, therefore suggested that District Councils be involved in financing the awards. There was an objection that District Council funds may not be necessarily used for the purpose whereon some members pointed out that almost all District Councils are already giving cash prizes in fairs/exhibitions/cattle shows etc. and the practice has continued all over West Pakistan.

Recommendations

The House resolved that the system of instituting performance medals and award of cash prizes by holding competitions all over the country should be recommended. The District Councils should make some provision in their annual budgets for the award of such prizes. In addition the Divisional and Provincial authorities as also the Central Government should set apart some funds to hold competitions in the country.

PROCEDURE OF EVALUATION

On the question as to how and by whom the Works Programme should be evaluated the Chairman called for an enumeration of the existing resources on whom we can draw. The position was summed up as follows —

(a) *East Pakistan* There is no separate Evaluation Cell. So far the Academy for Rural Development at Comilla has carried out evaluation in some thanas.

(b) *West Pakistan* One Planning and Evaluation Officer is working at the Provincial Government level in West Pakistan. With the help of the Assistant Training Officer and Training Material Specialist who have social research background and experience it will be possible for him to undertake evaluation of the Works Programme as and when started. However some more staff will also be needed for this purpose.

(c) *Central Government* There is a Central Evaluation Unit headed by the Advisor Planning and Evaluation. This Unit has two Research Officers and a Progress Evaluation Officer. Some more personnel are likely to be recruited in the near future. It will be possible for this Unit to undertake evaluation of the Works

Programme in some parts of either Wing of the country. However, it was generally felt that the responsibility of evaluating the Works Programme should be mainly dispersed among the Provincial and District Organisations.

The Secretary (B D), West Pakistan, pointed out that it was the responsibility of the Deputy Commissioners and Commissioners to see that the Works Programme was undertaken smoothly. In his opinion evaluation of the Works Programme should be pin-pointed only to assess the involvement of the people at the planning, execution and completion stages of the projects, while it may be conducted through an outside expert agency, preferably the Central Evaluation Team.

Recommendations

It was generally agreed that some sort of evaluation can be undertaken by the Inspection Teams formed at the District/ Divisional and Provincial levels. The Chairman, summing up the discussions, emphasised that evaluation of Works Programme should be a regular and systematic process and that it should not be carried out haphazardly. The Provincial Evaluation Unit should be adequately staffed as and when the Works Programme is initiated in West Pakistan and Central Evaluation Unit should also render assistance.

SUMMARY OF GROUP DISCUSSIONS

TOPIC IV PROGRESS REPORTING

SUGGESTIONS OF GROUP A

Chairman Mr Sharif Ahmad Bajwa,
Asstt. Director B D Stalkot

*I Examination of the progress reporting proforma *prepared by Planning and Evaluation Unit Basic Democracies II ung*

The following amendments were suggested —

- 1 Instead of Quarterly Progress Report it should be Annual Progress Report on the Basic Democracies Programme Hence the column Total upto last quarter be deleted from all proformas.
2. The Annual Progress Report be submitted after the close of each financial year

Proforma A

- 1 Under Column 1 Tiers of Councils the items Municipal Corporation/ Committees and Cantonment Boards" be deleted These local bodies may be treated separately
- 2 In Column 3 the words B D members should read as "non-official members
- 3 Columns 6 and 7 be deleted as distinction of Regular and "Special" meetings was not deemed necessary

Proforma B

- 1 In Column 1 Tiers of Councils the items "Municipal Corporation/ Committees and Cantonment Boards" be deleted
- 2 In Column 2, the words and subscription" be deleted The Column should only read Donation Cash (Rs)
- 3 In Column 3 the words "in Kanals" to be inserted after the word "Tax 1"

* See Appendix IV

Proforma 'C'

- 1 Columns 2 and 3 to be deleted Further classification of cases received is not considered materialistic
- 2 Columns 5 and 6 to be deleted. The information regarding "No. of cases disposed off" is considered enough

Proformas C(A) (i) & C(A)(ii)

Both the proformas be deleted The compilation of detailed information regarding types of Conciliation cases would be cumbersome It would not be of much utility also

Proforma 'D'

No change recommended except that the information be collected on yearly instead of quarterly basis

Proforma 'E'

Columns 8, 9 and 10. under the heading Municipal Corporation, be deleted.

Proforma 'F'

Columns 10 and 11 to be deleted as they relate to Municipal Corporation/Committees and Cantonment Boards

Proforma 'G'

- 1 Column 4, "2nd marriage after death of spouse", be deleted as it is not second marriage in the eyes of law
2. In Column 9, instead of "other disputes", the words "maintenance cases" be inserted.

Proformas H(i), H(ii) & I

No change was considered necessary.

II Reporting system :

- 1 The system of collecting completed proformas

The group recommended that a lower tier should submit its report to the next higher tier

2. Final date of submission '

It was suggested that the reports should be submitted by 15th of August every year. No grace period be allowed as it would be better to extend the final date than to allow a grace period.

3. Prompt despatch of reports, measures to check delays

The official concerned at the receiving end should pursue on personal level.

III Processing

1. Regarding processing requirements and arrangements at the Centre the consensus of opinion was that processing and publication on country wide basis should be the direct responsibility of the Central Evaluation Cell. This report should be ready by 15th November every year.
2. The group further suggested that a separate workshop should be held to discuss the draft proforma in full details. Field Officers from both the wings be invited and the proforma scrutinised very carefully point by point. The present allocation of time was not considered sufficient for such an important work.

TOPIC IV PROGRESS REPORTING

SUGGESTIONS OF GROUP B

Chairman · Col. M. Hasnain,
Director, V-AID, Azad
Kashmir.

Rapporteur · Mr. M. Sharif,
Development Officer, Mirpur

I. Examination of the progress reporting proforma

(a) *Comprehensiveness*

The proforma appeared to the Group to be quite comprehensive, covering almost all the major activities of the Basic Democracies. Since, however, no representative was participating from the East wing, the Group was not in a position to visualise the conditions peculiar to that area. Further, the group felt that the time at their disposal was not sufficient for a detailed study of the proforma and comprehensive analysis as to the utility of information asked for therein. It was, therefore, suggested that the proforma be forwarded to B D Directorates for detailed study and comments.

(b) *Feasibility*:

It was considered that the information asked for in the proforma was reasonably feasible. Its collection would, however, call for hard labour and training of the secretaries, especially at the Union Council level.

(c) *Objectivity*

The question whether or not the information asked for in the proforma was really purposeful, is a matter exclusively to be decided by the Evaluation Unit who have supplied the proforma. However, a scrutiny of the same showed that the proforma at page 5 was unnecessarily complicated and could be made simpler. This also applies to details at pages 7 and 25 as well.

II Reporting system

(a) *Collection of completed proformas*

The group recommended that the procedure outlined at No (i) in the working paper be adopted for submission of these reports.

(b) Final date for submission

The group recommended that the proforma be submitted annually instead of quarterly. Therefore it was proposed that it should be submitted towards the beginning of the last quarter.

(c) Prompt submission measures to check delays

It was recommended that the secretaries to Union, Tehsil and District Councils should be responsible for prompt submission of these reports. This could be checked by the Directors and Assistant Directors at District and Divisional levels.

III Processing

Processing was considered to be the responsibility of the Central Evaluation Unit who have the necessary qualified personnel for this work.

TOPIC IV· PROGRESS REPORTING

SUGGESTION OF GROUP C

Chairman **Mr. Jahangir Shah Jogzai,**
Director, B D , D I Khan

Rappoteur **Maj. S. K. Khalil,**
Assistant. Director, Basic
Democracies, Peshawar

1 Examination of the progress reporting proforma .

Proforma 'A'

The Group 'C' was of the opinion that Proforma 'A' is not needed by the Central Government. It is only of local importance and may, therefore, be omitted. If at all necessary, it may be retained for use at District level.

Proforma 'B'

May be kept but it should deal only with the Union Councils, Union Committees and Town Committees.

Proforma 'C'

It was suggested that the information sought for, vide page 6, should refer only to civil and criminal cases. The group did not consider further details to be useful.

Proformas 'D', 'E' & 'F'

While no amendments were proposed in regard to Proformas 'D' and 'E', the Proforma 'F' was considered as over-exhaustive. It would only tempt Union Councils to fabricate figures and give cooked-up information in the opinion of the participants.

Proformas 'G', 'H' & 'I'

The group proposed that Proforma 'G' should be shortened. It should have columns (i) cases registered (ii) decided (iii) pending (iv) appeals submitted and (v) results achieved.

Proformas H and I' were approved without any change.

As for other points, the Group suggested that the Proformas should deal with the major activities of Basic Democracies namely development work conciliation courts and arbitration courts.

II Reporting System

The information from the Union Council should reach the District Council 15 days after the end of the quarter concerned. The District Council may take 10 days for compiling their report and submit it within this time to the Divisional Council. The Divisional Council should then submit the information within a week's time to the Provincial Government.

The Group considered that the person dealing with this subject may be responsible for submitting the reports in time but if he failed to do so his explanation could be called for and strong action taken against him.

III Processing

The group resolved that the matter may be referred to the Central Government for comments and suggestions.

RECOMMENDATIONS OF THE MAIN SESSION

TOPIC IV. PROGRESS REPORTING

Chairman Brig. Gulzar Ahmed,
Personnel Manager, Pakistan
Gas Corpn., and Ex-Additional
Director, Bureau of National
Reconstruction.

Rapporteur : Mr. Deedar Ali Ismaili,
Development Officer, Basic
Democracies, Karachi.

In his Inaugural speech, the Chairman of the main session on Topic—IV. Quarterly Progress Reporting, emphasised the importance of periodical appraisal of progress from lower tiers of Basic Democracies to the higher ones. Such reports serve as useful pointers of progress achieved and drawbacks being encountered in the implementation of a given programme. In an under-developed country like ours, we have to bring about the desired change by mobilizing our full potential in an economic and judicious manner, so that we do not fritter away or waste our lean resources. For achievement of this objective, all our efforts must be diverted to the most vital projects and to sectors where the returns will be substantial and permanent. For this purpose, our planners, economists and social workers need upto-date and accurate information, for which the periodical progress reports are a convenient medium.

The importance of progress reporting having been analysed and the House reminded of the objective to evolve a system of reporting for collection and collation of brief, correct and purposeful information, the Group Chairmen were asked to report their findings before the subject was opened for general discussion. All the participants took active part in the deliberations. The following views were offered.

1 All correspondence and proformas at the Union level should be in Urdu in West Pakistan and in Bengali in East Pakistan. This will help the officials at the grass-root level to have fuller understanding and grasp of the objectives of reporting and hence, inaccuracies and errors would be curtailed.

2 The proformas should be based on the functions of the Union Councils and District Councils and should be quite simple so that the reporting officials can understand them.

3 The exact nature of the returns should be determined in consultation with the Academies, Institutes and the field staff. They should initially examine the proforma and offer comments before these are finalized at higher levels.

4 No responsible official can be expected to give wrong or fabricated information as apprehended by Group C. If Development Officers, Assistant Directors and Directors suspect authenticity of any report, they should personally check on the lower level staff. In case of incorrect entries, the official concerned can be made liable to disciplinary action. However participants suggested that the staff in the offices of the Development Officers, Assistant Directors and Directors should be given extensive training in office routines and methods in order to improve their efficiency. They recommended that all promotions should be subject to efficiency as determined by departmental examinations to be prescribed for the purpose.

5 The suggested proformas are too elaborate and contain a number of unnecessary questions. These should be made briefer as far as possible after obtaining the users views.

6 We should frame rules to suit the genius of the Union Councils. This will help the field officers to cope with the additional work of periodical returns. They are already overburdened with the task of implementing the ordinances concerning Muslims Family Laws, Conciliation Courts, and Community Development activities apart from the works programme and other development plans, collection of taxes maintenance of registers recording the proceedings of the council meetings etc.

Recommendations

The House decided that the available time was too short to permit a detailed discussion of the draft proforma. It was recommended that the Central Planning and Evaluation Unit may arrange a small meeting of a few field officers and representatives of the Academies and ID Institutes for finalising the Proforma.

PART III EVALUATION

AN ANALYSIS OF THE EVALUATION OF THE B D STAFF SEMINAR, LAHORE

I INTRODUCTION

An evaluation proforma had been formulated in order to obtain views, comments and suggestions of individual participants with regard to various aspects of the B D Staff Seminar. The proforma incorporated three sections: general assessment, specific analysis and particular suggestions. It was, however, given the simplest possible pattern in order to ensure prompt and accurate response from participants.

Copies of the proforma were distributed to the participants on the last day of the Seminar, before commencement of the group discussions on Topic-IV. They were asked to return it, after filling in their reactions at the end of the session, the same afternoon. In all, 40 participants received the proforma and 34 of them returned it duly completed. This means that as many as 85 per cent of the participants responded to the questionnaire.

Types of Respondents

The respondents, constituted a homogeneous group in the sense that all of them happened to be connected with the Basic Democracies programme in one way or the other. However, the functions and responsibilities of individuals greatly varied. This factor has probably affected the views offered and a study based on a systematic analysis of their responses should be of great help in understanding the various view points expressed and general trend of discussions during the Seminar. Following is the break-up of participants who have responded:

1	Administrative and other Departmental officers	7
2	Civil executives	1
3.	Directors (B D)	6
4.	Deputy Directors (B D)	2
5	Assistant Directors (B D)	7
6	Development Officers (B D)	10
7	Unidentified	1
Total		<hr/> 34

2. ANALYSIS OF THE RESPONSES

A—General Assessment

The points covered by the general assessment comprise rating of the seminar benefits derived procedures adopted etc. Following is an item-wise analysis of the responses

(i) *Rating of the Seminar*

The respondents were almost in agreement in giving a favourable rating to the seminar. Out of the 4 degrees of the assessment prescribed in the proforma i.e. poor fair good and excellent nobody thought it a poor show and only one considered it as fair. Others, forming 97.1 per cent voted the seminar as either good or excellent. Of these 14 respondents rated it as excellent and 19 as good.

(ii) *Benefits Derived*

In response to the question whether the participants have actually profited by the seminar 32 (94.2 per cent), replied in affirmative. One respondent was not very sure of the benefit derived while another one who replied in the negative has, however explained that he could not attend the seminar from the very beginning and therefore could not derive the desired benefit.

(iii) *Value of Discussions*

Did the discussions help to clarify any of the problems? This question was responded by 21 (61.8 per cent) with a sure yes. The rest viewed that the discussions were helpful to some extent only. None placed a negative value on the discussions.

(iv) *Individual Interest*

A direct question was asked from the respondents as to whether they felt any interest in the topics discussed. By an overwhelming majority i.e. 79.4 per cent (numbering 27) the participants voted as "very much interested" the rest being quite a bit interested.

(v) *Performance of Discussion Groups*

The importance of separate discussion groups in a Seminar is obvious. It is gratifying that as many as 31 participants (91.2 per cent) were satisfied with the performance of the groups.

(vi) *Pattern of the Seminar :*

The Seminar had been planned with a bias to maximum business with minimum of formal speeches. The aim was to provide more time for discussions and deliberations. A question was included in the proforma to find out the reaction of the participants towards this feature and it is interesting to note that excepting one, everybody favoured the policy adopted.

(vii) *Impact of the Seminar .*

The seminar in question was organised with a view to elucidate and enlarge upon various topics, analyse problems and evolve practical solution through joint deliberations. An assessment, bearing on this aspect, was, therefore, necessary to evaluate its usefulness. Following is the analysis of replies received

(a) B D Seminar.

33 persons (97.1 per cent), were convinced that deliberations at the seminar will assist in better organisation and execution of seminars in the country. Only one person was not satisfied with the results.

(b) Works Programme

The response was almost identical. One person was not satisfied about the effectiveness while 33 (97.1 per cent), previewed the seminars' useful impact on the works programme.

(c) Progress Reporting.

As many as 32 persons viewed that the seminar resulted in useful discussions with regard to progress reporting as well. One person differed from this view while another one did not respond to the question.

It is evident from the replies that almost all the participants were satisfied with the deliberations and rated the seminar as a complete success.

B —Specific Analysis

This part of the proforma was designed to obtain views on procedure and methodology followed. It dealt with items such as the time factor for discussions, preliminary information and working papers, rotation of participants amongst groups, discussion reports, objectivity, physical arrangements etc. Relevant comments offered by the participants are summarised below.

(i) Time Factor

Opinion of participants was sought regarding the time allotted for group discussions, the length of the seminar the daily adjustment of time for discussions and the number of topics in relation to time

As regards group discussions 28 respondents (82.4) per cent considered the time provided as adequate Four (11.8 per cent) deemed it too short and one expressed it as excessive One participant did not respond

As for overall length of the seminar 25 (73.5 per cent) were satisfied with the duration Of the remaining respondents, 5 termed the session as too short while 4 thought it as too long.

The adjustment of time for daily sessions, however proved to be somewhat controversial and although the pre-fixed time was amended and shortened on 2 out of the 4 days the seminar was in session, the majority of participants did not assess it as convenient As many as 23 (67.6 per cent) felt that the time was too long and taxing 2 abstained from responding thereby leaving only 9 persons whose reaction was favourable

Views regarding agenda of the seminar also showed appreciable diversity Only 22 persons felt that the number of topics in relation to time was just right 11 thought it as too heavy There was, however one person who expressed that the items were too few

(ii) Preliminary Talks and Guidance Material

All the participants were provided with sets of working papers and background material on relevant subjects prior to commencement of each working session A break up of the responses regarding its utility and value as guiding material indicates that 9 of the participants thought it very useful and essential while 21 (61.8 per cent) found it useful to some extent The rest viz., 4 persons did not respond to the question

(iii) Procedures Adopted

The points for response included rotation of participants among the discussion groups and manner of presentation of topics apart from procedures followed in the main sessions etc Individual participants in the group discussions were kept rotating in A, B and C groups This method was expected to provide opportunity of fuller association among participants apart from introducing greater variety of experience and opinion in discussions It appears that a majority of the participants appreciated the idea as 23 of them reported the procedure as beneficial Only 3 thought it of no particular significance

As for presentation arrangements and Procedures, the reactions were unanimously favourable, 23 persons reporting the arrangements as good and 11 as fair. Similarly, almost all the respondents (91.2 per cent), were satisfied that the substance of group discussions was adequately reflected in the consolidated reports.

(iv) *Objectivity of Discussions .*

Majority of the participants evaluated the objectives of the seminar as fully clear, fairly specific, quite important and well reflected in discussions. A break-up of responses is as per below.

(a) Fully clear/fairly clear	100 %
(b) Very specific/fairly specific	97.1 %
(c) Quite important/fairly important	94.2 %
(d) Well reflected in discussion/fairly reflected in discussion	100 %

(v) *Physical Arrangements .*

The opinion of the participants was finally sought with regard to seating arrangements, acoustics, stationery and other facilities. Almost all have termed the arrangements either good or fair. The consensus of opinion (88 per cent) rated it as really good.

A detailed record of responses is provided in the succeeding pages.

**TABLE SHOWING ITEM WISE PERCENTAGE ANALYSIS OF RESPONSES
TO THE EVALUATION PROFORMA**

I General Assessment

Questions	No replied	Percentage
1 How did you like the Seminar as a whole?		
Excellent	14	41.2
Good	19	55.9
Fair	11	2.9
Poor	—	—
2 Have you profited from the deliberations?		
Yes	32	94.2
No	1	2.9
Not sure	1	2.9
3 Did the discussions help to clarify any problems?		
Certainly	21	61.8
To some extent	13	38.2
Not at all	—	—
4 Were you interested in the discussion topics?		
Very much	27	79.4
Quite a bit	7	20.6
Not at all	—	—
5 How well do you think the discussion groups worked together?		
Satisfactorily	31	91.2
Not so good	1	2.9
Poorly	—	—
6 What is your reaction to "less speeches and more discussions" policy adopted for this Seminar?		

33	97.1
1	2.9

2. Would deliberation of both Secretariat and Executive Council be an aid to the execution of

(a) HUD Secretary

Yes	33	97.1
No	1	2.9

(b) World President

Yes	33	97.1
No	—	—
No response	1	2.9

(c) President of People's

Yes	32	91.2
No	1	2.9
No response	1	2.9

II. Specific details

1. If time for a group discussion was

Excessive	1	2.9
Adequate	28	82.4
Too short	4	11.8
No response	1	2.9

2. The preliminary talk and instructions to discussion groups were,

Very useful	9	26.4
Useful to some extent	21	61.8
Not useful	—	—
No response	4	11.8

3. The rotation of personnel in discussion groups was,

Beneficial	28	82.4
Not helpful	—	—
Of no significance	5	14.7
No response	1	2.9

- 4 The substance of group discussions in the consolidated report was

Fully reflected	31	91.2
Partially reflected	2	5.9
Not at all reflected	—	—
No response	1	2.9

- 5 The objectives of the Seminar were

(a) Fully clear	19	55.9
Fairly clear	15	44.1
Not clear	—	—
(b) Very specific	14	41.2
<i>Fairly specific</i>	19	55.9
Not specific enough	—	—
No response	1	2.9
(c) Quite important	21	61.8
Fairly important	11	32.4
Not so important	1	2.9
No response	1	2.9
(d) Well reflected in discussions.	20	58.8
Fairly reflected in discussions.	14	41.2
Not reflected in discussions.	—	—

- 6 The length of the Seminar was

Too long	4	11.8
Adequate	25	73.5
Too short	5	14.7

- 7 The number of topics in relation to time was

Too many	11	32.4
Just right	22	64.7
Too few	1	2.9

- 8 The arrangements for presentation of topics, discussion groups, question answer sessions etc. were

	Good	23	67.6
	Fair	11	32.4
	Poor	—	—
9	The adjustment of time for Seminar (from 8.30 A.M. to 6.30 P.M.) was.		
	Adequate	9	26.5
	Too long	23	67.6
	No response	2	5.9
10.	The physical arrangements (seating acoustics, stationery, etc.) were:		
	Good	30	88.2
	Fair	4	11.8
	Poor	—	—

III. Opinions and Suggestions

1. What were the things you liked or disliked about the Seminar? (Attitude of participants, social atmosphere, dominating influence of any special group, procedure adopted, etc.)

(a) Points appreciated

- (i) Lively discussions
- (ii) Free and friendly atmosphere.
- (iii) Good arrangements
- (iv) Keen interest of participants
- (v) Overall attitude of participants
- (vi) Co-operation given by staff
- (vii) Inauguration by the President
- (viii) Brig Muzzafar's talk
- (ix) Mr Moosa Ahmad's contribution

(b) Things disliked.

- (i) Holding of seminar in hot weather
- (ii) Lengthy timings of the sessions

- (iii) Holding of after noon sessions
- (iv) Short time notices given for participation
- (v) Non supply of background material to participants prior to start of seminar
- (vi) Domination by C.S.P officers
- (vii) Disregard of discussion procedure by some group chairmen and members
- (viii) Organisational flaws and shortcomings e.g lack of liaison and inattention to participant's needs.
- (ix) Lack of interest on the part of participants.
- (x) Lack of social activities during or after the Seminar
- (xi) Short duration of Seminar
- (xii) Lack in strict punctuality in observance of prefixed timings
- (xiii) Extremely heavy agenda.
- (c) *Comments and suggestions*
 - (i) Departmental and public representatives should have also been invited
 - (ii) Photographs (of various discussions) should have been taken
 - (iii) There should have been a social get-together or picnic at the end
 - (iv) Participants should have been given the opportunity to speak in a general discussion at the end of the Seminar
 - (v) All proceedings should have been carried out in Urdu
 - (vi) The participants, chairmen and rapporteurs should have been briefed about their role assignments.
 - (vii) Seminars should be technically evaluated to find out the shortcomings.
 - (viii) Special Daily Allowances to participants should be allowed to meet heavy expenses during such Seminars.

2. How do you like your boarding lodging and transportation arrangements? What improvement you suggest and how?

No such arrangements were made by the organisers, the gist of responses is therefore as such

- (i) Arrangements for boarding, lodging and transport should have been made by the organisers even though the costs may have been chargeable to the participants
- (ii) There was no arrangement for receiving delegates which created a lot of trouble.
- (iii) Individual lodging, boarding and transport arrangements proved to be too costly The organisers should have subsidized it

3 *Should such Staff Seminars be organised once a year ?*

Yes	.	32
No	.	—
Yes but not very often		1
Yes but twice a year	..	1

4. *Should East Pakistan officials also attend — Why ?*

The opinion was unanimously in favour of the suggestion with the following reasons

- (i) Their participation helps pooling suggestions and evolving a common frame of reference
- (ii) Ideas are exchanged and situation is properly understood
- (iii) Their participation offers chances for benefitting from their experience
- (iv) It is necessary for greater national integration and co-operation
- (v) Correct ideas about the circumstances in East Pakistan can be formulated
- (vi) Participants from East Pakistan get the chance to increase their knowledge about West Pakistan
- (vii) Seminars should also be held in East Pakistan and delegates from the West Wing be invited

PART IV

APPENDICES

PROGRAMME OF THE STAFF SEMINAR ON BASIC DEMOCRACIES

(May 29—June 1 1963)

at the
BNR Auditorium, The Mall
LAHORE

Wednesday May 29 1963:

8.30 A.M. to 9.00 A.M.

Registration of participants.

9.00 A.M. to 10.30 A.M.

INAUGURAL SESSION

1 Arrival of the President.

2 *Tilawat Quran Sharief*

3 Address of welcome by Mr Q.U. Shahab Secretary Ministry of Education and Information Information and Broadcasting Division, Government of Pakistan.

4 Inaugural speech The President of Pakistan.

10.30 A.M. to 11.00 A.M.

Break for tea.

11.00 A.M. to 12.30 P.M.

5 Introduction of workshop procedure Mrs. Salma Omer Advisor Planning and Evaluation Government of Pakistan.

6 Resume of Basic Democracies Seminar and Conferences held in West Pakistan Choudhry Mohd. Afzal Khan Secretary Basic Democracies and Local Government Department, West Pakistan.

7 The Works Programme in East Pakistan Mr A.M.S. Ahmed Secretary Basic Democracies and Local Government Department, East Pakistan.

12.30 P.M. to 3.30 P.M.

Break for lunch.

3.30 P.M. to 5.00 P.M.

Group discussions on Topic I "Policy and Planning" regulating Seminars and Works Programme

The participants will be divided into three groups A B and C to discuss topic-wise complete plan of action on Basic Democracies Seminar and Conferences and Works Programme in West Pakistan.

5.00 P.M. to 5.30 P.M.

Break for tea.

5.30 P.M. to 6.30 P.M.

Continuation of discussions on Topic I Preparation of group reports etc.

Thursday May 30, 1963:

7.30 A.M. to 9.30 A.M.

MAIN SESSION—I

Chairman Mr A.M.S. Ahmed Secretary Basic Democracies and Local Government Department Government of East Pakistan.

1 Presentation of group reports on Topic—I by the group chairmen

2 Discussions and recommendations

9 30 A M to 10 00 A M

Break for tea

10 00 A M to 1 00 P M

Group discussions on Topic—II “Organisation, Finances and Training regarding Seminars and Works Programme” and preparation of group reports

Friday, May 31, 1963

7 30 A M to 9 30 A M

MAIN SESSION — II

Chairman Raja Mohammad Afzal Khan,
Director, P A , R D Peshawar

1 Presentation of group reports on Topic — II by the group chairmen

2 Discussions and recommendations

9 30 A M to 10 00 A M

Break for tea

10 00 A M to 1 00 P M

Group discussions on Topic — III (a) Evaluation and followup of Seminars and Works Programme and, (b) competitions and awards preparation of group reports

Saturday, June 1, 1963

7 30 A M to 9 30 A M

MAIN SESSION — III

Chairman Mr S M H Rizvi, Deputy Secretary, Information & Broadcasting Division

1 Presentation of group reports on Topic — III by the group chairmen

2 Discussions and recommendations

9 30 A M to 10 00 A M

Break for tea

10 00 A M to 1 00 P M

Group discussions on Topic IV—Quarterly Progress Reporting, and preparation of group reports

1 00 P M to 3 00 P M

Break for lunch

3 00 P M to 4 00 P M

MAIN SESSION — IV

Chairman Brig Gulzar Ahmad

1 Presentation of group reports by group chairmen

2 Discussions and recommendations

4 00 P M to 6 30 P M

3 Address by Minister for Basic Democracies, Mr Abdul Kadir Sanjani

4 Talk on Works Programme in West Pakistan by Mr Bashir Ahmad, CSP, Deputy Secretary, Planning and Development Department, West Pakistan

5 Closing remarks by Mr S M H Rizvi, Deputy Secretary, Information and Broadcasting Division, Government of Pakistan

BASIC DEMOCRACIES STAFF SEMINARS

LIST OF PARTICIPANTS

Central Government

- | | | |
|---|------------------------------|---|
| 1 | Mr Q U Shahab S.Q.A. C. S. P | Secretary Ministry of Education and Information (I&B Division). |
| 2 | Mr Syud Ahmad | Joint Secretary Information and Broadcasting Division Government of Pakistan, Dacca. |
| 3 | Mr S M.H. Rizvi, C. S. P | Deputy Secretary Information and Broadcasting Division. |
| 4 | Mrs. Salma Omer | Advisor Planning and Evaluation Basic Democracies, Ministry of Education & Information. |
| 5 | Mr M.A. Marghoob | Section Officer B.D Wing. |
| 6 | Mrs. K.A. Hyat | Research Officer B.D Wing. |
| 7 | Mr Ataulah Khan | Research Officer B.D Wing. |

Provincial Governments

EAST PAKISTAN

- | | | |
|---|-----------------------|--|
| 8 | Mr A.M.S Ahmad, PSP | Secretary Basic Democracies and Local Government Department. |
| 9 | Mr Lutfur Rahman, CSP | Deputy Director Basic Democracies, Chittagong. |

WEST PAKISTAN

- | | | |
|----|--------------------------------|--|
| 10 | Choudhury Mohammad Afzal, PCS. | Secretary Basic Democracies and Local Government Department. |
| 11 | Brig. Mohd. Muzaffar | Member Board of Revenue & Chairman, Provincial Inspection Team. |
| 12 | Mr Bashir Ahmad, CSP | Deputy Secretary Planning and Development Department. |
| 13 | Ch. Hasan Ali | Planning and Evaluation Officer Basic Democracies and Local Government Department. |
| 14 | Mr Malik Mohd. Ashraf | Assistant Training Officer B.D & L.G. Department. |
| 15 | Mr F.A. Tirmizi | Training Material Specialist, B.D & Local Govt. Department. |
| 16 | Mr F.A. Bandial, PCS. | Deputy Commissioner Kohat. |
| 17 | Dr Arshad Malik | Political Agent, Loralai. |
| 18 | Mr Tariq Ismail, PCS. | Director Basic Democracies, Lahore |

19	Mr Ahmad Kamaluddin, PCS	Director, Basic Democracies, Rawalpindi
20	Mr Jahangir Shah Jogazai, PCS	Director, Basic Democracies, D I Khan
21	Lt -Col Saleem Khan	Director, Basic Democracies, Peshawar
22	Ch Mohd Shafi Zaffar, PCS	Director, Basic Democracies, Multan
23	Mr Syjad-ul-Hasan, CSP	Director, Basic Democracies, Bahawalpur
24	Mr. G M Sheikh,	Director, Basic Democracies, Hyderabad
25	Mr Arbab Mohd Ali, PCS	Director, Basic Democracies, Karachi
26	Malik Mohammad Waris, PCS	Director, Basic Democracies, Kalat
27	Sheikh Ahmed Khan, P C S	Director, Basic Democracies, Khairpur
28	Mrs Aqila Akhlaq Husain	Assistant Director, Basic Democracies, Gujranwala
29	Mr Ehsan ul-Haq Minhas, PCS	Assistant Director, Basic Democracies, Lahore
30	Major Sadullah Khan Khalil	Assistant Director, Basic Democracies, Peshawar
31	Mr Fateh Uddin	Assistant Director, Basic Democracies, D I Khan
32	Mr. Masheer Alam Hamdard	Assistant Director, Basic Democracies, Kalat
33	Mr Nur Mohammad Sial	Assistant Director, Basic Democracies, Khairpur
34	Mr S A Bajwa	Assistant Director, Basic Democracies, Sialkot
35	Mr Mohd Arshad Khan	Assistant Director, Basic Democracies Mianwali
36	Mr Zulfeqar M Choudhury	Assistant Director, Basic Democracies, Montgomery
37	Mr Hasan Mohd Sipra	Assistant Director, Basic Democracies, Sargodha
38	Mr Saeed Khan Leghari	Development Officer, B D Shahdadpur
39	Mr Zaffar Ali	Development Officer, B D Bahawalnagar
40	Mr Saiful Maluk	Development Officer, B D Tamarghara, Malakand Agency
41	Mr Dildar Ali Ismaili	Development Officer, B D Karachi
42	Asaad Ali Agha	Development Officer, B D Toba Tek Singh
43	Capt Ali Abbas	Development Officer, B.D. Gujranwala
44	Mr Zafar Amer	Development Officer, B D Sheikhpura
45	Mr Manzoor Malik	Development Officer, B D Kasur
46	Mr A Salam	Development Officer, B D Narowal
47	Mr Mohammad Siddiq	Development Officer, B D Wazirabad
48	Mrs Rizwani	Research Officer, Bureau of National Reconstruction, Lahore
49	Miss K Sardar	Research Officer, Bureau of National Reconstruction, Lahore

- | | | |
|----|----------------------|----------------------------------|
| 50 | Miss. Mumtaz Butt | Social Welfare Organiser Lahore. |
| 51 | Mr Naimullah Qureshi | Social Welfare Organiser Lahore. |
| 52 | Mr Said Khalid | Social Welfare Organiser Lahore |
| 53 | Miss. Aqeela Sultana | Social Welfare Organiser Lahore. |

Azad Kashmir Government

- | | | |
|----|-----------------------------|--|
| 54 | Mr M Y Hashmi | Secretary Basic Democracies. |
| 55 | Col. M Hassan Khan | Director V AID & Basic Democracies. |
| 56 | Mr M A Sheikh | Dy Director V AID & Basic Democracies. |
| 57 | Mr Wazir Ghulam Mahdi | Development Officer V AID & B.Ds., Gilgit. |
| 58 | Mr Sheikh Mohammad Sharif | Development Officer V AID & B.Ds. Mirpur |
| 59 | Sardar Mohammad Ashraf Khan | Development Officer V AID & B.Ds., Pallandri (Poonch). |
| 60 | Wazir Mohammad Ashraf Khan | Development Officer V AID & B.Ds., Baltistan. |

Academy for Rural Development and Basic Democracies Training Institutes

- | | | |
|----|---------------------------|--|
| 61 | Raja Mohd Afzal, PCS. | Director Academy for Rural Development, Peshawar |
| 62 | Mr M M Sayed | Principal, Basic Democracies Training Institute
Lahore. |
| 63 | Mr Gul Mohd. Sheikh, PCS. | Principal Basic Democracies Training Institute,
Tandojam. |

Others

- | | | |
|----|---|---|
| 64 | Dr Sol. D Ozer | Human Resources Development Advisor U.S. Agency
for International Development, Karachi. |
| 65 | Brig Gulzar Ahmad (By courtesy of
Pakistan National Oils Ltd.) | Personnel Manager Meyers. Pakistan National Oils
Ltd and Ex-Additional Director Bureau of National
Reconstruction |

WORKING PAPER No. 1

TOPICS FOR DISCUSSION REGARDING SEMINARS

Topic—I. Policy and Planning Regulating Seminars

1 *Explore and determine*

- (i) At what administrative levels should Seminars be held and how often ?

At the Union level	}	Indicate also how often and at what intervals?
At the Tehsil level		
At the District level		
At the Division level		
At the Provincial level		
At the Central level		

- (ii) Discuss and determine the scope of the Conference/Seminars/Workshop at various levels. Enumerate at length the various subjects/topics that could be discussed at such meetings, c g

- (a) Role of the Councillors in Administration (Not an academic discussion but reflecting actual experiences),
- (b) Taxes—reaction of people in a particular area—services offered to the public through these resources,
- (c) Basic Democracies as an instrument for educating the public in their social and political responsibilities,
- (d) Development activities—in retrospect and prospect,
- (e) Nation Building Departments—their contribution at present and their role in future, etc etc

2 *Discuss the institutions/categories of personnel who should organise/attend these Seminars Workshops and speak at such occasions*

- (i) Should the Seminars be organised
 - (a) for Union Council Chairmen and members only of a particular Tehsil/District,
 - (b) for Chairmen, members and Departmental representatives, and
 - (c) for Councillors and the public.
- (ii) Who should deliver the various speeches and in what proportion

Councillors,

Members of the Public,

Ulema/Other dignitaries/MNAs and MPAs/Officials

ORGANIZATION AND FINANCES

Topic—II Organisation, Finances and Training Regarding Seminars

- 1(a) Organisational procedures that need to be adopted
- (i) Period for adequate planning.
 - (ii) Formation of Committees of Councillors/MNAs/MPAs.
 - (iii) Role and function of the B.D. officials working at that administrative level.
 - (iv) Arrangements for publicity and Public Relations.
- (b) Explore possibilities of holding an exhibition, mela or sports competition, wrestling match, cattle show etc., at the conclusion of a Seminar
- (c) Determine sources of finances
- (i) From funds of the B.D. Council holding the Seminar
 - (ii) From Grants-in-Aid given by a higher B.D. tier
 - (iii) Donations.
 - (iv) Through Item (b) above.

Training

- (a) Could training in holding Seminars be introduced by the
- 1 Academies
 - 2 Basic Democracy Institutions
 - 3 Peripatetic training teams in the courses designed for training of
 - (i) B.D. Councillors,
 - (ii) B.D. Officials,
 - (iii) Nation Building Department officials in touch with Basic Democracies.
- (b) Indicate broadly the curricula for such trainings.

Topic—III. (a) Evaluation and Follow-up of Seminars

(b) Institution of Performance Medals and Awards

- (a) To evolve a method of
- (i) evaluating Seminars
 - (ii) follow-up and implementation of the resolutions and recommendations of Seminars
 - (iii) deducing the subject matter that is important and significant for next Seminar and
 - (iv) printing and circulating the proceedings of Seminars for the perusal of Councillors and public of other Divisions and Districts.
- (b) Competition among B.D. Councils and Institution of performance medals for Councillors
Please see Working Paper No. 3

Topic—IV. Progress Reporting

- (i) Examination of the progress reporting proforma prepared by Planning and Evaluation Unit, Basic Democracies' Wing

Points for discussion involves

- (a) Comprehensiveness (It should cover all major B D activities of both the wings)
- (b) Feasibility (Information asked for should be easy to collect from all corners of the country)
- (c) Objectivity (There should be some purpose for collecting each bit of information, as unnecessary details only create confusion)

- (ii) Reporting system

- (a) Agreement be reached on the proposed system of collecting completed proformas at various levels
- (b) Final date of sending reports in each quarter and the grace period to be decided
- (c) Arrangements for prompt despatch of reports and measures to be taken if reports are not received in time

- (iii) Processing

Processing requirements and arrangements at the centre to be discussed

WORKING PAPER No. 2

TOPICS FOR DISCUSSION AT THE SEMINAR REGARDING THE WORKS PROGRAMME

Topic—I. Policy and Planning Regarding the Works Programme

1 To explore and determine

(i) The objectives of the works programme (Speech of Secretary East Pakistan will serve as basis)

(ii) At what levels should the Works Programme be carried out ?

At Union Council level

At Tehsil Council level

At District Council level

At Divisional Council level

By the Municipalities

By the Town/Union Committees

By the Cantonment Boards.

2 Determine kinds of projects that should be assigned to the various councils in order that overlapping can be avoided.

3 Fix priorities of the works programme.

4 Will the projects under works programme be labour intensive or otherwise? If labour intensive determine the periods/ season when the works programme can be carried out in the different regions of West Pakistan.

5 Whether it will be linked up with the other NBDs Development Programme or the normal B D Programme

6 Determine whether the works programme should be initiated in (a) pilot areas for experimental purposes or (b) initiated simultaneously in all areas of West Pakistan If yes state reasons.

If (a) above is desired indicate —

(i) No. of pilot projects to be started

(ii) Time for initiation and duration

(iii) Levels where pilot areas be initiated

(iv) Determine region/area in detail

(v) Financial allocation at each level.

7 Determine the amount for works programme projects that can be sanctioned/approved at each level — Union, Tehsil, District Division.

Topic—II Organization, Finances and Training Regarding Works Programme

Organization

1 What organization should be formed to undertake the works programme?

- (a) The existing B D Councils, specially the Union Council
 - (b) Whether project committees be formed for each project and members of the public also associated
 - (c) Determine role of B D official at (a) and (b) above
- 2 Extent of participation of B D /people—
- (a) in choosing their projects,
 - (b) in fixing priorities,
 - (c) in implementing and supervising projects, contractors, labour etc
- 3 Determine engineering requirements of works programme
- (a) At what levels are overseers / engineers required
 - (b) Can Peace Corp engineers be of any assistance? If so, at what levels, how many may be required?
 - (c) Other engineering requirements

Finances

- 1 Determine whether the labour intensive works programme will be carried out through Government resources only or voluntary contribution in cash or kind will also be required
- 2 Whether the Project Committees will handle all cash, make payments, maintain roster for the labourers and pay their wages or should it be done by officials Can any safeguards for the misuse of funds be introduced?
- 3 How will accounts be maintained? Who will supervise?

Training

- 1 Is training required before the works programme is initiated?
- 2 Who should be trained?
 - (a) Officials
 - (b) B D Councillors or local leaders, or both
- 3 Where will they be trained?
 - (a) Academy
 - (b) B Ds Institutes
 - (c) Peripatetic team
- 4 Determine period and duration of training courses
- 5 Who will prepare training courses? Academy or Provincial Department?
- 6 Can Academy or Institute prepare Manuals etc for the works programme?

Topic—III Evaluation and Follow-up of Works Programme

- 1 When should the works programme be evaluated?
- 2 Should there be *ad hoc* observation/spot verification by a selected team comprising the local authorities (officials and councillors), Provincial authorities, or Central authorities or by comprising all? If so, fixation of number of members and selection of officials and councillors
- 3 Should responsibility for tabulation of data, evaluation and preparation of reports be placed with the Planning and Evaluation Unit of the Central Government?

WORKING PAPER No 3

COMPETITION AMONG BASIC DEMOCRACY COUNCILS AND AWARDS
FOR COUNCILLORS

The Government of Pakistan have decided that a system of awarding monetary prizes to B.D. Institutions and performance medals to individual Councillors should be introduced in order to create healthy competition amongst them. The functional details are now to be suggested in the light of experience of Provincial Governments. The following points require deliberations —

- (i) On which level competition amongst councils (tehsil, district or division) would be most suitable?
- (ii) The amount of each prize and the number of prizes may be determined. What should be the source of financing?
- (iii) What methodology for selection of best union council/committee would be appropriate?
- (iv) What are the proposals for institution of performance medals for individual Councillors?

Resume of Provincial Government Views

Competition level :

2. The West Pakistan Government have suggested several levels of competition among the union councils/committees and have proposed annual cash prizes of Rs. 500 Rs. 1,000 Rs. 2,000 and Rs. 3,000 for tehsil, district, divisional and provincial levels respectively besides a shield every year from the Central Government for the competition to be held at the national level.

3. The East Pakistan Government have already introduced competition among union councils at the sub-division level only with cash prizes of Rs. 6,000 for the best union council. Besides they are also holding competition between district councils at divisional level with cash prizes of Rs. 11,500. The East Pakistan Government are not in favour of including union committees in the competition because of their restricted activities and lack of their own financial resources.

Procedure :

4. The West Pakistan Government have proposed that judging committees may be formed out of members of B.D. councils comprising councillors of tehsil, district and divisional councils for selecting the best union council/committee. These judging committees will evaluate the work every quarter on the basis of observation reports by Government officers and decide ratings which will be totalled up at the end of the year.

The East Pakistan Government have already introduced a score-sheet for allotting marks to union councils subject-wise on the basis of their quarterly performance. Please see para 7.

Performance Medals:

5. The Government of West Pakistan have suggested 10 medals (of the size of a rupee) for each division out of which two should be of gold, three of silver and five of bronze. These medals

should be available to Councillors of all tiers. The West Pakistan Government suggested that Deputy Commissioners, in consultation with the District Councils, make recommendations to the Commissioners who will finalize the selection, in consultation with the divisional councils. The criteria for the award of the medals suggested by the West Pakistan Government are contained in para 8

6 The Government of East Pakistan proposed that only the members of union councils, town/union committees should be eligible for award of these medals which should be at the rate of two per sub-division. They suggested that initial report should be made by S D Os to Deputy Commissioners and the final selection should be made in the meeting of the district council. The criteria for the award of medals suggested by the East Pakistan Government are contained in para 9

7 The following 12 subjects with total marks of 600, each subject carrying 50 marks, may be prescribed for the competitions at all levels —

- (1) Agriculture,
- (2) Animal Husbandry,
- (3) Health and Sanitation,
- (4) Communications,
- (5) Education including Adult Education,
- (6) Sports and Games,
- (7) Preparation of budget and realisation of taxes,
- (8) Work in connection with the Conciliation Courts Ordinance,
- (9) Work in connection with the Muslim Family Laws Ordinance,
- (10) Maintenance of Union Councils/Committees' records, including birth and death registers, etc,
- (11) Irrigation,
- (12) Exhibitions.

8 The criteria for the award of the medals suggested by the Government of West Pakistan are as under —

- (1) Regularity of attendance in the Councils,
- (2) Active interest in the affairs of the Councils,
- (3) Initiation of and active participation in useful community development schemes,
- (4) Donation of land or cash for the execution of welfare schemes, e g , school buildings, dispensaries, maternity and health centres, etc
- (5) Active interest in settling petty disputes under Conciliation Courts Ordinance, 1961, and in bringing about reconciliation under the Muslim Family Laws Ordinance,
- (6) Active help to the local authorities in combating anti-social evils like black-marketing, smuggling and food adulteration as well as in apprehending anti-state elements,
- (7) Active interest in grow-more-food campaigns, and anti-waterlogging measures,
- (8) Active interest in literacy campaign,
- (9) Lively interest in boosting up co-operative movement,
- (10) Active interest in popularizing Family Planning

QUARTERLY PROGRESS REPORTING PROFORMA

PREFACE

Statistical reports play an important role in every walk of life and serve as a useful tool for assessing the progress/drawbacks of any programme. Economists, businessmen, educationists, social reformers, politicians and journalists are all interested in progress statistics of a particular programme. The importance of such progress statistics need not be over emphasised. However few advantages that accrue from such progress reporting are stated below —

- (i) It provides information regarding the achievements of a particular programme for a particular period in quantitative terms. Such material is required by the Planning Commission for presenting its demands to the Consortium.
- (ii) It helps in the systematic arrangements of progress statistics which in turn saves time and energy. This can form a basis for all other reports.
- (iii) It provides upto-date reliable material for future planning.
- (iv) It assists in giving the basis for making any change in policy issues.
- (v) It provides a sound footing for analysis of the achievements of a programme and facilitates comparative studies of different periods and different regions.
- (vi) It assists in locating weaknesses in a programme in order that steps may be taken to remove such defects.

Need for Progress Reporting

Besides many other functions the Basic Democracy Councils have been entrusted with the task of implementing the Muslim Family Laws Ordinance, Conciliation Courts, Community Development activities, works programme and development plans, collection of taxes etc. At the present moment there is no progress reporting agency which is responsible for publishing their achievements in different spheres of their activities in a statistical form. The Provincial Governments, the District Councils, and the Divisional Councils publish their reports/booklets etc., mostly in narrative forms which are very useful and informative. But the need for maintaining vital statistics on all aspects of B.D. is imperative.

The following Progress Reporting Proforma will be instrumental in collecting data which could be tabulated, analysed, and made available in a published form for use by the Provincial Governments etc.

Procedure for Submission of Reports :

Two Procedures are recommended for obtaining information. The first one will be resorted to if the staff in the Planning and Evaluation Unit is not increased. The difficulty in this procedure is that submission of reports may be rather delayed and secondly if there is any discrepancy in the reports it will be difficult to locate it. The first procedure is as follows :

- (i) The Secretary Union Council, will collect the requisite information for his particular union. It may be mentioned that the Informations we are seeking are being recorded in the various files maintained by the Union Council. The form will then be approved

by the Chairman and forwarded to the Development Officer/Circle Officer who works at the Tehsil/Thana level

The Development Officer will collate the information for the Unions within his Tehsil and forward it to the Assistant Director B D of the District. The Assistant Director B D will add on the information regarding the District Council and forward it to the Director B D at the Divisional level. The Director B D after approval need not collate the information for the Districts but only add information in respect of the Division and forward the forms direct to the Central Planning and Evaluation Unit.

It may be mentioned that through this procedure the work of the respective B D officers at the B D tiers will not be too much. The Union Secretary will only collect information for his particular Union. The Development Officer/Circle Officer will collate the material received from about 10 to 12 Union Councils. The Assistant Director B D will have to collate information received from 8 to 10 Tehsils/Thanas (average), while the Director B D will have to prepare information regarding only 4 to 5 Districts. In other words, the work will be evenly distributed and the formats have been so prepared that the respective officers will not have to do much writing work.

The material will then be tabulated, analysed and periodical progress reports published which will cover both the Provinces. This material can then be utilised for the various purposes.

- (ii) The second procedure will be much more scientific and it will be possible to collect the information much earlier. In this procedure, the Development Officers/Circle Officers working at the Tehsil/Thana level will forward to the Planning and Evaluation Unit direct, their collated forms regarding the Unions in their respective Tehsil/Thana. The Director B D at the Divisional level will provide figures regarding the District and the Division. In other words, we will receive 617 reports. The Planning and Evaluation Unit will then undertake the analysis, tabulation and preparation of final reports.

INSTRUCTIONS FOR FILLING IN THE PROFORMA

The items included in the proforma are mostly self-explanatory. Most of the information are available in the records of the B D Councils. However, efforts are being made to clarify certain items and certain columns with the purpose of achieving uniform reporting and to avoid errors in reporting.

The records and registers of B D Councils are the source for collecting information on various aspects.

A. Basic Democracies Councils' meeting and attendance

Under Column 1 Total upto last quarter, total of this quarter and grand total are put against each tier of B D Councils. The respective tier will only supply information of the current quarter and record their figure in the row "total of this quarter". Total upto last quarter and grand total will be collected in the Planning and Evaluation Unit of the B D Wing.

Columns 9 and 10 (page 2) Average attendance in percentage per meeting of column 8 B D Councils hold both regular and special meetings. They maintain

their attendance. The number of meetings, both regular and special and attendance of the officials and B.D. members are recorded. They also record meeting-wise percentage of attendance of the B.D. officials and B.D. members. Average percentage of attendance of the total meetings recorded under column 8 should be incorporated under column 9 and 10 for B.D. members and officials, respectively. The other columns are self-explanatory.

B. Voluntary contribution of B.D. Councils in the quarter

This is self-explanatory. The B.D. Councils collect voluntary contributions for construction of schools, social centres, community halls, B.D. halls, roads, bridges etc., and they donate cash, land, labour furniture, bricks and other materials during a particular quarter. Their local value should be incorporated under different columns for that quarter only. This information is available with B.D. Councils records.

C. Activities relating to Conciliation Courts

This is self-explanatory. The B.D. Councils are entrusted with judicial functions. Their activities pertaining to judicial functions should be recorded in this format. Under column 9 information regarding number of appeals made out of the number of cases settled by Union Councils should be incorporated.

C (a) (i). Types of Conciliation Courts cases registered during the quarter

These are self-explanatory. Under *Others* column 7 total number of optional civil suits registered during the quarter which are not covered by the preceding columns, should be mentioned.

C(a)(ii). These are self-explanatory. Under *Others* column 16 total number of optional civil suits, which are not covered under items from 2 to 15, should be mentioned.

D. Basic Democracies Training Programme

This is self-explanatory.

E. Number of Development schemes approved/sanctioned in the meeting of District Council, Divisional Council, Municipal Corporation during the quarter

The Divisional Councils, District Councils and Municipal Corporations hold meetings during the quarter. In their meetings development programmes relating to agriculture, irrigation, land reclamation, roads, communications, education, co-operatives, health and sanitation etc., are discussed, approved and sanctioned. Total number of schemes, their estimated cost and amount sanctioned for financing the schemes pertaining to different fields such as agriculture, irrigation etc. should be mentioned. This format is to be filled by the District and Divisional Councils and Municipal Corporations.

F. Projects accomplished by B.D. Councils during the quarter

These are self-explanatory. The names of B.D. institutions are placed in the horizontal line and each tier should record its achievements under the respective column against the projects in their respective row.

Item 6 of Part I of F

Construction of marketing centres (No.) Sometimes Municipalities, Town Committees/ District Councils or even Union Councils construct full market comprising meat, vegetable, fish and

grain market This type of complete marketing centre should be recorded here Weekly or biweekly *hatts* of East Pakistan should be eliminated

Sometimes B D Councils construct only a part of the full marketing centre as such fish market or meat market or vegetable market This should be recorded against the respective rows by the councils in their respective columns

G. Activities relating to Muslim Family Laws Ordinance

This is self-explanatory This is to be filled annually

H (i) Financing of B D Councils Collection of taxes by Union Councils during the last financial year (Rs) (To be filled in annually)

Column 2: Hearth tax Hearth tax (chula tax) includes taxes on kachia household, pucca household, and bungalow

Column 3, Construction of buildings It includes taxes on pucca/kachia construction

Column 7 Slaughtering tax It includes taxes on buffaloes/cows/goats and sheep etc

Column 8 Vehicle tax It includes taxes on vehicles, total taxes collected from bullock-carts cycle-rickshaws, bicycles, boats, cargo boats etc

Column 9 Taxes on profession, trades etc It includes taxes on the income of village doctors, village shopkeepers etc.

Column 11 Amusement tax It includes taxes on theatres, dramas, mobile cinemas etc. organised/staged in villages

Column 13 Taxes on animals This includes taxes on horses, donkeys, dogs, elephants, etc

Column 14 Special community tax Taxes levied on adult males who fail to render voluntary services for construction of community works of general utility

H (ii) Financing of B D Councils Collection of taxes by the District Councils (To be filled in annually)

This is self-explanatory District Councils will supply the information from their records annually

I Financing of B D Councils Annual statement at the end of financial year

This is self-explanatory

Column 10 Municipal function This includes charges for sweeper, cleaning street, lighting etc

NOTE OF CAUTION

The formats of this quarterly progress report proforma have been designed to cover the activities of B D Councils in true perspective A wide range of activities has been covered in this proforma It is not possible for a Council to attempt all the items laid down in the proforma Therefore, it is not incumbent on them to fill all the items laid down in the proforma They should record their achievements under proper heads and columns which they have actually completed and achieved during the quarter This will facilitate the administration to see their achievements on the spot for guidance and supervision as well

The Provincial and Central Administrations will be more eager to have factual statements and not inflated figures Figures supplied will be checked at random by Observation Teams They will appreciate if factual statements are made even if no work is done under particular heads As mentioned earlier we do not expect each and every Council to do all the work as we believe that work has to be initiated in accordance with the needs of the people

BASIC DEMOCRACIES PROGRAMME

QUARTERLY PROGRESS REPORT

Report for the quarter ending

IDENTIFICATION

- I Name of Division
- II Province
- III Name of Commissioner
- IV Name of Director, B D

Commissioner
(Signature)

A-BASIC DEMOCRACIES COUNCIL MEETINGS AND ATTENDANCE

Tiers of Council	No. of Councils	No of members			No of meetings held			Average attendance in percentage per meeting of column 8	
		B.D members	Officials	Total	Regular	Special	Total	B.D members attended	Officials attended
1	2	3	4	5	6	7	8	9	10
Union Council	Total upto last quarter Total of this quarter Grand total								
Tehsil Council	Total upto last quarter Total of this quarter Grand total								
District Council	Total upto last quarter Total of this quarter Grand total								
Divisional Council	Total upto last quarter Total of this quarter Grand total								
Union Committees	Total upto last quarter Total of this quarter Grand total								
Town Committees	Total upto last quarter Total of this quarter Grand total								
Municipal Corp./Committees	Total upto last quarter Total of this quarter Grand total								
Corporation B. and C.	Total of this quarter Total upto last quarter Grand total								

B —VOLUNTARY CONTRIBUTION OF B.D COUNCILS DURING THE QUARTER

Tiers of council	Donation cash and subscription (Rs)	Donation of land (worth Rs) local value	Voluntary labour (worth Rs)	Building (worth Rs)	Furniture and other material (worth Rs)	Total value
1	2	3	4	5	6	7

Union Council

Tehsil Council

District Council

Union Committee

Town Committee

Municipal Corp /
Committee

Cantonment Board

Total of this quarter

Total upto last quarter

Grand total

C--ACTIVITIES RELATING TO CONCILIATION COURTS

Name of Districts	No of cases received			No of cases disposed of			No of Appeals
	Direct by Councils	Through Courts	Total	No. settled by Councils	No. referred to Court	No pending with Councils	Total
1	2	3	4	5	6	7	8
							9

1
2
3
4
5
6

Total of this quarter

Total upto last quarter

Grand total

N.B.-- Brief description and statistics of the type of cases settled if available may please be given in forms C (a) (i) & (ii).

CO (M)—TYPE OF CONCILIATION CASES REGISTERED DURING THE QUARTER
Criminal Case

Compulsory criminal cases

Distress (Sum of Union Council Reports)	Unlawful assembly to commit mischief /tres- pass etc.	Rioting	Arson	Wrongful Retrain- ment confinement	Mis- appropriation of prop- erty	Breach of trust	Obtaining by false pretences	Trespass	Insulting a woman	Defamation/inimination	Theft/ possession of stolen prop- erty	Assault hurting other with or without provoca- tion.	Mis- conduct for addi- tion to liquor	Cattle Tres- pass and damage	Others	Total
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17

1
2
3
4
5
6

Total of this Quarter
Total upto last Quarter
Grand Total

D —BASIC DEMOCRACIES TRAINING PROGRAMME

Districts	No of courses organized locally	Personnel trained in						
		Muslim Family Laws		BD Programme, Administration			Dev Plan Total	
		Chairmen	Nikah Registrars	Total	Chairmen	Members		
1	2	3	4	5	6	7	8	

1
2
3
4
5
6

Total of this quarter
Total upto last quarter
Grand total

**E--NUMBER OF DEVELOPMENT SCHEMES APPROVED/SANCTIONED IN THE MEETINGS OF
DISTRICT COUNCIL, DIVISIONAL COUNCIL, MUNICIPAL CORPORATION, DURING THE QUARTER**

Development Schemes	District Councils			Divisional Council			Municipal Corporations		
	No. approved	Estimated cost	Amount sanctioned	No approved	Estimated cost	Amount sanctioned	No approved	Estimated cost	Amount sanctioned
1	2	3	4	5	6	7	8	9	10

1 Agriculture

2 Irrigation

3 Land Reclamation

4 Roads and Communications

5 Education

6 Co-operatives

7 Health and Sanitation

8 Others

F.—PROJECT ACCOMPLISHED BY B D COUNCILS DURING THE QUARTER

Projects	Grand Total	Total upto last qr	Total	Union Council	Tch/Thana Council	District Council	Union Committee	Town Committee	Municipal Cor./Committee	Cantonment Board
1	2	3	4	5	6	7	8	9	10	11

I Basic construction work

1. Construction of office buildings.

- (a) Pacca (Number)
- (b) Kacha (Number)

2 Repairs/remodelling of office buildings

- (a) Pacca (Number)
- (b) Kacha (Number)
- (c) Made pacca from kacha (Number)
- (d) Extension (No)

3 Construction of B D. Hall/Town Hall/Dist. Council Hall/Municipal Hall etc :

- (a) Pacca (Number)
- (b) Kacha (Number)

4 Repairs/remodelling B D Hall/Town Hall/Municipal Hall etc..

- (a) Pacca (Number)
- (b) Kacha (Number)

- | | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 |
|-----|--|---|---|---|---|---|---|---|---|----|----|
| 5 | Seed store constructed (No.) | | | | | | | | | | |
| | (b) Seed stores repaired (No.) | | | | | | | | | | |
| 6. | Construction of marketing Centre (No.) | | | | | | | | | | |
| | (a) Fish market (No.) | | | | | | | | | | |
| | (b) Vegetable market (No.) | | | | | | | | | | |
| | (c) Meat market (No.) | | | | | | | | | | |
| 7 | Construction of pucca slaughtering places | | | | | | | | | | |
| 8 | Construction of Mosque/ Temple (No.) | | | | | | | | | | |
| 9 | Repairs & remodelling of Mosque (No.) | | | | | | | | | | |
| 10. | Construction of 1 d Gab | | | | | | | | | | |
| 11 | Construction of parks | | | | | | | | | | |
| 12. | Construction of Rest House/ Guest House/Masdar Khana | | | | | | | | | | |
| | (a) Pucca (Number) | | | | | | | | | | |
| | (b) Kacha (Number) | | | | | | | | | | |
| 13 | Repairs remodelling of Rest House etc. | | | | | | | | | | |
| | (a) Pucca (Number) | | | | | | | | | | |
| | (b) Kacha (Number) | | | | | | | | | | |
| 14 | Construction of graveyard (No.) | | | | | | | | | | |
| 15 | Others (If any left) | | | | | | | | | | |

1	2	3	4	5	6	7	8	9	10	11
II Education										
1. No. of educational institutions constructed.										
(a) Primary (boys)										
(b) Primary (girls)										
(c) Primary co-education schools										
(d) Middle schools (boys)										
(e) Middle schools (girls)										
(f) Middle co-education schools										
(g) High school (boys)										
(h) High school (girls)										
(i) High school co-education										
(j) College										
(k) Madrasah										
2 No of educational institutions remodelled/repai										
(a) Primary (boys)										
(b) Primary (girls)										
(c) Primary co-education										
(d) Middle (boys)										
(e) Middle (girls)										
(f) Middle co-education										
(g) High school (boys)										
(h) High school (girls)										
(i) High school co-education										
(j) College										
(k) Madrasah										
3 No. of rooms added to educational institutions										
(a) Primary (boys)										
(b) Primary (girls)										
(c) Primary co-education										

[illegible]

1	2	3	4	5	6	7	8	9	10	11
(b) Maternity centre remodelled/ repaired (No)										
(c) Rooms annexed (No)										
3 Health Centre										
(a) No of First Aid Centre opened										
(b) No of Family Planning Centre opened										
4 No of public baths (pacca) started										
5 No of public latrines and urinals (pacca) started										
6 Drains constructed .										
(a) Pacca drains (feet)										
(b) Pacca drains repaired/ extended (feet)										
(c) Sewage pipe laid down (feet)										
(d) Kacha drains (feet)										
(e) Kacha drains repaired (feet)										
(f) No of soakage pits/ gutters made										
(g) Filth heaps removed (No)										
(h) Dustbins constructed (No)										
7 Drinking water										
(a) No of pacca wells dug										
(b) No of pacca wells repaired										
(c) No of kacha wells/ring wells dug										

- | | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 |
|---|---|---|---|---|---|---|---|---|---|----|----|
| (d) No. of kacha wells/ring wells repaired | | | | | | | | | | | |
| (e) No. of hand pumps (East Pak. tube-wells) sunk | | | | | | | | | | | |
| (f) Hand pumps repaired | | | | | | | | | | | |
| (g) No. of reserve tanks excavated (for drinking purpose) | | | | | | | | | | | |
| (h) No. of reserve tanks re-excavated | | | | | | | | | | | |
- 3 Public Health Services
- (a) No. of persons inoculated/reinoculated
- (b) No. of persons vaccinated/re-vaccinated
- (c) Ponds/derelect areas disinfectant (No.)
- (d) Area sprayed/disinfectant (No. of villages/mohallas)

IV Roads and Communications

1 Roads built (miles)

- (a) Pucca
- (b) Brick paved
- (c) Kacha

2. Roads repaired (miles)

- (a) Pucca
- (b) Brick paved
- (c) Kacha

3 Link roads built (miles)

- (a) Pucca
- (b) Brick paved
- (c) Kacha

1	2	3	4	5	6	7	8	9	10	11
4	Link roads repaired									
	(a)	Pacca								
	(b)	Brick paved								
	(c)	Kacha								
5	Village tracts/paths made (miles)									
6	Bridges built									
	(a)	Pacca bridge (No)								
	(b)	Wooden bridge (No)								
	(c)	Bamboo bridge (No)								
	(d)	Culverts built (No)								
7	Bridges rebuilt/repared									
	(a)	Pacca bridge (No)								
	(b)	Wooden bridge (No)								
	(c)	Bamboo bridge (No)								
	(d)	Culverts built (No)								
8	(a)	No of ghats constructed								
	(b)	No of ferries (over ghats) started								
9	Traffic stand									
	(a)	Bus stand constructed No)								
	(b)	Rickshaw/Taxi stand constructed (No)								
	(c)	Tanga stand (No)								
10	Street lamps/lights provided (No)									
11	Others									

	1	2	3	4	5	6	7	8	9	10	11
VI Animal Husbandry											
1 Veterinary Centres .											
(a) No of veterinary centres opened											
(b) No of veterinary centres remodelled/repared											
(c) Rooms annexed (No)											
2 Insemination Centres started.											
(a) Artificials (No)											
(b) Stud Bulls Centres (No)											
(c) No of cows and buffaloes inseminated											
(d) No of improved cows and buffaloes purchased											
3 Incubators introduced (No)											
4 Treatment of animals:											
(a) Animals vaccinated/inoculated(No)											
(b) Animals treated (No)											
5 Cattle statistics .											
(a) Animals branded (No)											
(b) Livestocks enumerated (No)											
6 No of cattle ponds started											

7	Poultry
(a)	Poultry farms started (No.)
(b)	Poultry birds treated/ inoculated
8.	Others
VIII. Fisheries	
1	Fish tank excavated (No)
2.	No of derelict tanks brought under pisciculture
3	No. of fries sold
4	No of fish nursery tanks started
5	No. of fishery pilot projects started
6.	No of fish preservation/drying centre
8.	Others
VIII. Irrigation	
1	No. of tube-wells installed
2.	No. of irrigation wells dug (percan, other wells without power)
3	Irrigation canals, channels:
(a)	Irrigation canals excavated (Miles)

1	2	3	4	5	6	7	8	9	10	11
(b) Irrigation minor excavated (Miles)										
(c) Irrigation drains excavated (Miles)										
(d) No of new "Nukhas" opened										
(e) De-silting of canal beds (Miles)										
(f) Canals re-excavated (Miles)										
4 Irrigation dams/gates etc										
(a) No of sluice gates built										
(b) No of sluice gates repaired/re-built										
(c) No of dams/bunds constructed over canals/water courses for storage of water										
(d) No of karez constructed (W Pak)										
(e) Embankments constructed (Miles)										
5 Lift irrigation										
(i) No of power pumps										
(a) Hired										
(b) Purchased										
(ii) Persian wells dug (W Pak) No										
6 Others										

1	2	3	4	5	6	7	8	9	10	11
5	Variety performance/jalsa/drama organised (No)									
6	Debate organised (No)									
7	Cattle show organised (No)									
8	Fair/Exhibition organised (No)									
9	Universal children's day/ Independence day/other ceremonies observed (No)									
10	Tree plantation week observed (No)									
11	Others									
XI	Supply of B D. Publications									
1	Pak Jamhuriat (No of copies recd)									
2	Other B D publ cation (total number of copies received)									
XII	B D Conferences and seminars									
1	Conferences and seminars organised									
XIII	Miscellaneous									
	No of councils which received awards as best council									

G.—ACTIVITIES RELATING TO MUSLIM FAMILY LAWS ORDINANCE

(To be filled in at the end of the year)

Name of Districts (Sum of Union Council reports)	Registration of marriages				Marriage disputes				Arbitration Council	
	No. of Marriage Registrar appointed		No. of marriages registered		No. of divorces by husband's wife	No. of khulasas (Dissolution) by wife	Other disputes	Total	No. of disputes settled by the Arbitration Council	No. referred to Civil Court
	1st marriage	2nd marriage after death of spouse	2nd marriage during the life of existing wife	Total						
1	2	3	4	5	6	7	8	9	10	11
12										
13										

1
2
3

Total of this quarter
Total upto last quarter
Grand total

H (D).—FINANCING OF RD COUNCILS COLLECTION OF TAXES BY UNION COUNCILS DURING LAST FINANCIAL YEAR (IN RUPEES)—(TO BE FILLED ANNUALLY)

Union Councils	Tax levied on															Total
	Mearths	Building construction	Marriage	Birth	Party dinner lunch etc.	Shedding	Vehicle	Profession, trades etc.	Annual value of buildings	Amusement tax	Village police	Animal	Spl. comm tax	Others		
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	

1
2
3

Total of this quarter
Total upto last quarter
Grand total

H (ii) —FINANCING OF B D COUNCILS COLLECTION OF TAXES ETC BY THE DISTRICT COUNCILS

District Councils	Collection of taxes from												Total
	Commercial building/structure etc	Immoveable property	Octroi	Profession and trades	Advertisement	Vehicle	Toll on road, bridge ferries	Fees from licence/permits	Sanitation/lighting other service charges	Amusement & public utilities	Market fees	Others	
1	2	3	4	5	6	7	8	9	10	11	12	13	14

1

2

3

Total of this quarter
Total upto last quarter
Grand Total

**I —FINANCING OF B D. COUNCILS
ANNUAL STATEMENT AT THE END OF THE FINANCIAL YEAR**

Tiers of B D Councils	Income							Expenditure				
	Collection (Tax, Cess Arrears etc)	Total voluntary contribution, cash, land, la- bour, building & other material in Rupees	Grants in Aid/loan from				Total income	Admn inc- luding personnel, contingen- cies etc	Municipal functions*	Development including agriculture health and S D	Others	Total
			Central Govt	Prov Govt	Other agen- cies	Total income						
1	2	3	4	5	6	7	8	9	10	11	12	13

Union Councils
Tehsil Councils
District Councils
Union Committees
Town Committees
Municipal Corporations/Committees
Cantonment Boards
Total

*Municipal functions include charges for sweeper/cleaning/street lighting etc

SEMINAR EVALUATION PROFORMA

(Please check appropriate answer)

(A) General Assessment

- 1 How did you like the Seminar as a whole ?
 - Excellent
 - Good
 - Fair
 - Poor
- 2 Have you profited from the deliberations?
 - Yes
 - No
 - Not sure
- 3 Did the discussions help to clarify any problem?
 - Certainly
 - To some extent
 - Not at all
- 4 Were you interested in the discussion topics?
 - Very much
 - Quite a bit
 - Not at all
- 5 How well do you think the discussion groups worked together ?
 - Satisfactorily
 - Not so good
 - Poorly
6. What is your reaction to "less speeches and more discussions" policy adopted for this Seminar?
 - Favourable
 - Not favourable
- 7 Will the deliberations at this Seminar assist in the better organization and execution of—
 - (a) B D Seminars
 - Yes
 - No

(b) Works Programme'

Yes

No

(c) Progress Reporting

Yes

No

(B) Specific Analysis

1 The time for group discussion was

Excessive

Adequate

Too short

2 The preliminary talks and instructions to discussion groups were

Very useful

Useful to some extent

Not useful

3 The rotation of personnel in discussion groups was

Beneficial

Not helpful

Of no significance

4 The substance of group discussions in the consolidated report was.

Fully reflected

Partially reflected

Not at all reflected

5 The objectives of the Seminar were

(a) Fully clear

Fairly clear

Not clear

(b) Very specific

Fairly specific

Not specific enough

(c) Quite important

Fairly important

Not so important

- (d) Well reflected in discussions
- Fairly reflected in discussions
- Not reflected in discussions

6 The length of the Seminar was

- Too long
- Adequate
- Too short

7 The number of topics in relation to time was

- Too many
- Just the right
- Too few

8 The arrangements for presentation of topics, discussion groups, question-answer sessions etc., were

- Good
- Fair
- Poor

9 The adjustment of time for Seminar (from 8-30 A M to 6-30 P M) was

- Adequate
- Too long

10. The physical arrangements (seating acoustics, stationery etc.) were

- Good
- Fair
- Poor

(C) Opinion and Suggestions

1 What were the things you liked or disliked about the Seminar? (Attitude of participants social atmosphere dominated influence of any special group adopted procedure etc)

- 2 How do you like your boarding, lodging and transportation arrangements? What improvement you suggest and how ?

- 3 Should such Staff Seminars be organised once a year?

Yes

No

- 4 Should East Pakistani officials also attend—Why?

Name

Designation

Address

INTERNATIONAL PRESS KARACHI

